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CITY OF NEW YORK
DEPARTMENT OF CITY PLANNING

THE LAND USE ELEMENT OF THE COMPREHENSIVE PLANNING ASSISTANCE GRANT (701) - 1976-1977

FEDERAL DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT GRANT NO: CPA-NY-02-00-1107

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CITY OF NEW YORK
ABRAHAM D. BEAME, MAYOR

DEPARTMENT OF CITY PLANNING

VICTOR MARRERO, Chairman
CITY PLANNING COMMISSION

August 22, 1977

Section 701 Comprehensive Planning Assistance
New York City Land Use Element

Submitted Pursuant to the rules and regulations set forth by the
U. S. Department of Housing and Urban Development.

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Comprehensive Planning Grant from the U. S. Department of
Housing and Urban Development.

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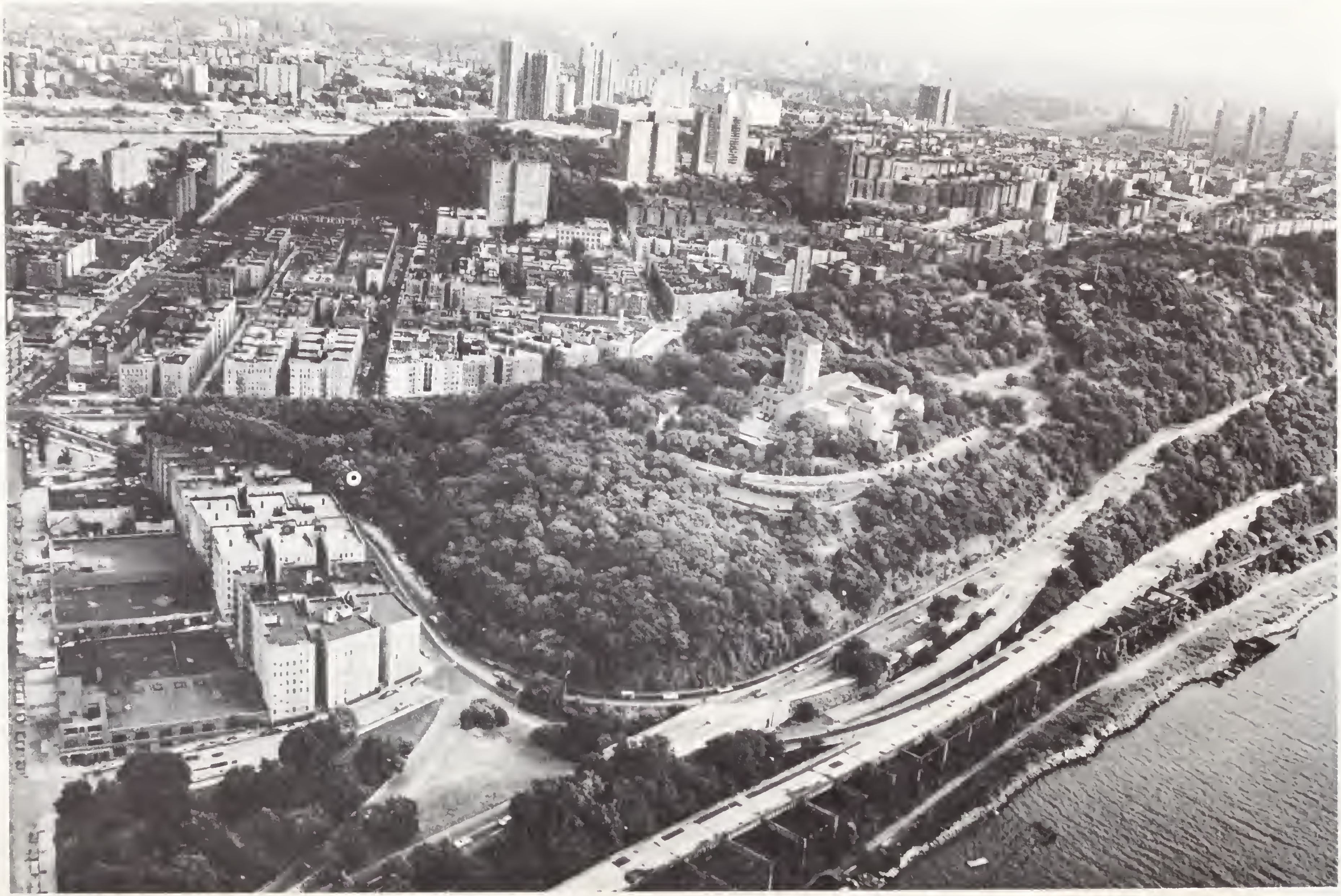

The Cloisters Museum in Fort Tryon Park, northern tip of Manhattan, is one of New York City's cultural and open space treasures. It is bounded by the Henry Hudson Parkway, Riverside Drive and the Hudson River on the west (lower right) and The Bronx on the east (background).

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PIER 1 BROOKLYN - PORT AUTHORITY

Brooklyn's busy waterfront, with its diversity of activities, looking west towards Manhattan and New Jersey. It is one focus of the on-going Coastal Zone Management Study, whose analysis of the City's waterfront and waterways will culminate in a plan for regulating uses. (Bib. 57)

INTRODUCTION

City of New York

City Planning Commission

2 Lafayette Street, New York, N.Y. 10007

Introduction

In 1971, when New York City first applied to HUD for Comprehensive Planning Assistance funds under Section 701 of the Housing Act, many wondered if comprehensive planning were possible in this metropolis of nearly eight million people. In 1977, the firm answer is, "Yes: New York can and does plan comprehensively." The documentation is to be found in the three components of the City's 1976-1977 report on 701: the Land Use Element (this volume); the Housing Element, and the Historic Preservation Element.

In form and substance, these separate but coordinated publications have two overarching goals: to crystallize the continuous process of comprehensive planning, in compliance with the federal law governing recipients of 701 grants; and to provide an information resource of value to official policy-makers and citizens, in their efforts to manage the assets of New York.

The very act of complying with the regulations binding 701 grantees has impelled New York City to examine its own overall needs, goals, policies, strategies and future directions. The analysis has weighed the impact of the voters' 1975 revision of the City Charter on the structure and interactions of short-term and long-term planning. It has traced the influence of federal law and allocations upon local planning, at both the citywide and the community district levels. It has detailed and correlated planning issues, policies and strategies from the vantage of city, borough and of district in a way that reveals the whole is the sum of its parts.

Comprehensive planning is more than integrated land use mapping, regulating and policy-setting: it is a way of identifying resources, providing financial incentives and achieving targets to meet the needs of residents. In New York City, this volatile process engages a multitude of forces with disparate goals and capabilities, constrained by layers of law and fiscal shortfalls.

Legislative Background

Federal guidelines have determined the form and content of the Land Use Element.[1] Congress' intent in funding Section 701 was to strengthen ongoing comprehensive planning as a tool for government policy-makers and as a means for improving management capacity for implementing proposals.

---

[1] 24 C.F.R. 600.67(b); 24 C.F.R. 600.72(c)(1); 40 Fed. Reg. 164 (1975); 42 Fed. Reg. 21 (1977), Guidelines, Sec. C.

According to the regulations, the required Land Use Element has been structured "to integrate all existing land use policies and functional planning activities impacting land use and to involve Federal, State and other public agencies charged with significant functional planning or land management responsibilities..." (40 FR 164, August 22, 1975, § 600.72).

701 planning policies must incorporate:

1. Broad goals and annual objectives (in measurable terms where possible) (24 C.F.R. 600.67 (b)).
2. Long- and short-term policies and plans with respect to the physical development of the large city...considering the social, economic and environmental impacts (24 C.F.R. 600.72 (c) (1)).
3. The pattern, intensity and timing of land use for residential, commercial, industrial and other use (24 C.F.R. 600.72 (c) (3)).

In evaluating the Land Use Element, the federal government has called for inclusion of the following information as well as the three points above:

-- Plans, studies, criteria, standards and implementing strategies for controlling growth.

-- Policies, procedures and mechanisms for coordinating planning with community development strategies, capital improvement programs, transportation, State and areawide plans.

-- Existing conditions of land use and population. Current planning assumptions and statistical bases for planning. Identification of needs, grouped by functional demands. Housing needs. Accessibility to jobs, services and public facilities. Environmental and economic needs, programs and problems.

-- Management of Land Assets. Both growth and decline are encompassed. Integration of plans and policies with land use controls and strategies. Analysis of pattern, intensity and timing of land use, as these emerge from planning and zoning, as well as fiscal constraints.

-- Coordination of city plans with those at other governmental levels, as well as internally by cross-functions.

-- Community participation in development of the goals, policies and plans constituting the 701 planning process.

The Land Use Element: What this has meant for New York City is spelled out in the following pages of the Land Use Element. The Land Use Element is not a plan. It is a report summarizing the planning work in which New York City has been engaged for the past year. This work has been extensively scrutinized at various times by Community Boards, government technicians and policy-makers, as well as the general public. Some of the policies and programs began before 1976. This is the summing-up, for evaluation by and guidance to policy-makers on future directions. It will be circulated to a cross-section of the community and of government through the A-95 Project Review process, before the draft is issued in final form.

The Land Use Element is organized into four major sections:

I. Existing Conditions and Needs
II. Policies Development for Land Use Planning
III. Strategies for Implementation-- Citywide and Local
IV. Continuous Process of Comprehensive Planning

A glance at the Contents will suggest the subdivisions of each section in greater detail. The Land Use Element, the Housing Element, Historic Preservation Assessment and Program Management, constitute the HUD-assisted 701 subcategories.[2] All other work of the City Planning Commission and its department is classed as Non-Assisted Activities. Their output is included in the Land Use Element as integral to the comprehensive planning program of New York City, in which the Department of City Planning is the lead agency.

Coordination with other municipal agencies is an on-going technique of comprehensive planning. More recent, but of rising importance, is the coordination of planning among city, regional, state and federal agencies. While this interaction has been mandated by law, as an outgrowth of federal funding channeled through state and regional bureaus, its effectiveness in certain instances promises to strengthen the acceptance of inter-agency coordination on its merits.

---

[2] New York City's "Historic Preservation" element complies with the 701 regulations (24 C.F.R. Part 570 and Part 600.). Prepared by the Landmarks Preservation Commission, it encompasses goals and objectives, status, program, strategies, needs, interrelationships, evaluation of work and future directions.

Documentation

Data for the Land Use Element derive from many sources: actions approved by the City Planning Commission; published plans and policy statements of the City Planning Department, many of which are part of the Non-Assisted Program; unpublished, completed or on-going studies, proposals and reports of the Department; statements and programs of the Executive branch; reports of other departments involved in land use planning; laws, primarily zoning laws, maps, charts and other graphic materials.

A prime source of facts and evaluation of local planning was in-depth discussions with the directors and staff liaison planners of the five Borough Offices of DCP, whose scope is indeed comprehensive. For example, they initiate or respond to community plans; develop and implement proposals; function as members of the Service Cabinets; act as technical aides to Community Boards; respond to requests from the Borough Boards; with central office staff, the Borough Offices work to develop plans and zoning and process applications for review by the City Planning Commission. Lastly, materials and information were furnished by staff in the functional areas of DCP and in Tri-State Regional Planning Commission (Regional Development Division), broadening the planning scope.

Back-up materials are itemized in the bibliography (Appendix), entitled "Planning Studies and Publications for Guiding and Controlling New York City's Land Use 7/76 to 6/77." These are on file in the Department of City Planning and available on request. Some unpublished materials may not be available for distribution, but may be examined at the Department.

What Next for the 701 Land Use Element?

This report should be more than the fulfillment of a contractual obligation to HUD. Congress intended it to serve as a policy guide for the City's decision-makers: citizens, their elected officials, the Department of City Planning, the operating agencies, Regional and State Planners. The problem heretofore has been the tendency of crises to out-strip the thoughtful deliberations needed for planning. Given the data base of the 701 report, it may now be possible to take a major step towards screening, evaluating and ranking objectives and policies as the preliminary to carrying out strategies.

This is not a process which begins and ends at the Planning Commission nor even in City Hall. To succeed, it entails broad and deep participation by a representative mix of officials, citizens and staff. It calls for a flexible focus, which can zero in on neighborhood issues and wide-angle them into borough and city realities. Comprehensive planning requires people to judge the consistency and the costs of proposals, to evaluate pressures and needs, and to plan an equitable distribution of resources in response to findings.

These are some of the implications of comprehensive planning, an endless process. If the Land Use Element provides the impetus and the knowledge to move New Yorkers towards their goals and priorities, especially in the area that this report has termed Land Assets Management, then the 701 Program will have achieved its fundamental goal.

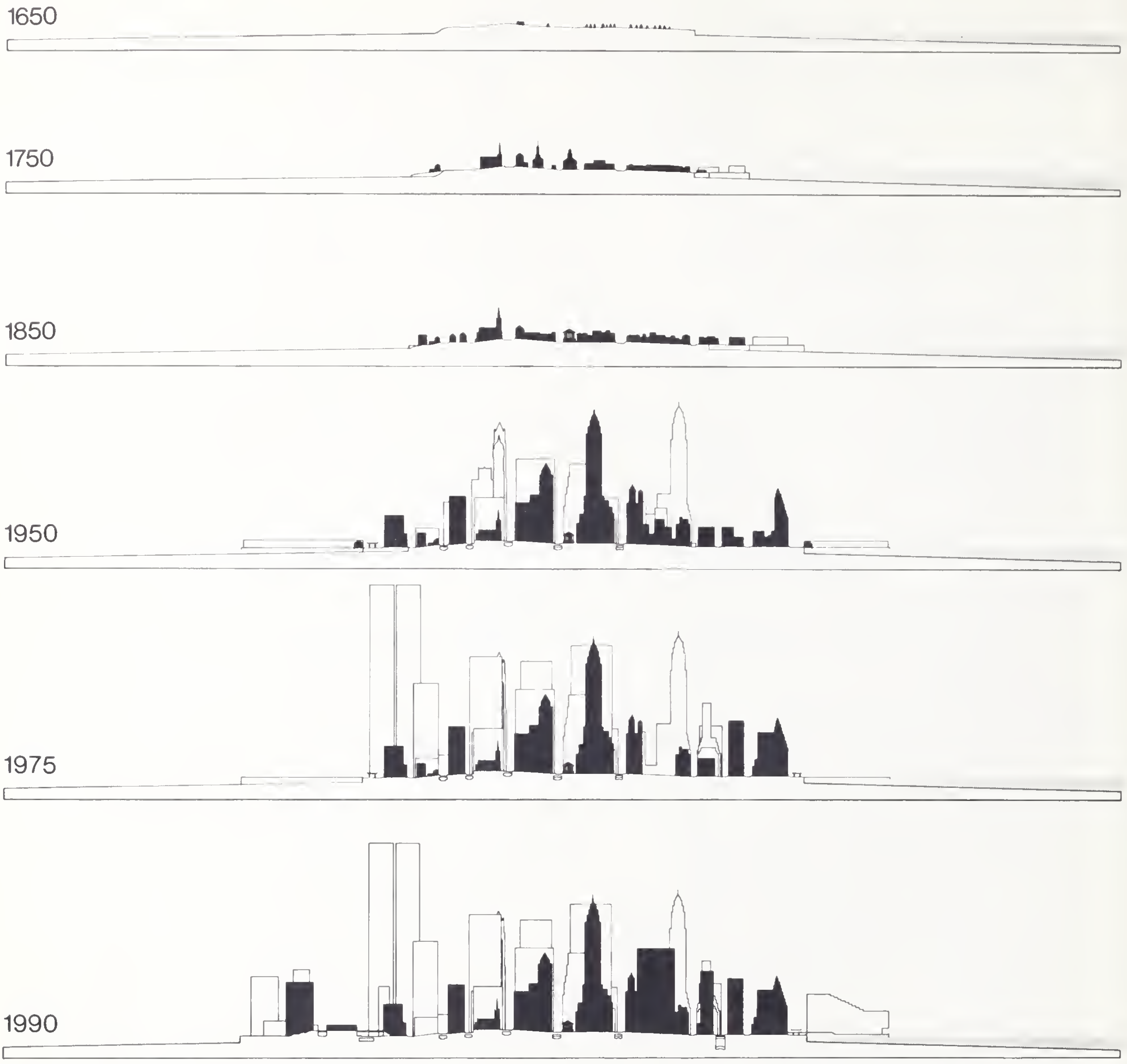
Victor Marrero, Chairman
City Planning Commission

A restored brownstone in Bedford-Stuyvesant. Old-fashioned delights live on in a home of one's own.

1.

EXISTING CONDITIONS AND NEEDS

LAND USE AND POPULATION
ECONOMIC
HOUSING
TRANSPORTATION
ENERGY
OPEN SPACE
ENVIRONMENT
HUMAN SERVICES


1650
1750
1850
1950
1975
1990

WALL STREET

*Wall Street Grows: 1650-2000 (sketch profile). (Bib. 60)**

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IDENTIFICATION OF LAND USE AND POPULATION NEEDS

A. Existing Land Use and Population

Traditionally, planning begins with an inventory of two basic elements: land use and demographics. To document existing land use and population in New York City, as required by the Section 701 Comprehensive Planning Assistance program of the Housing and Community Development Act of 1974 and other related federal laws (notably the Section 208 Areawide Waste Treatment Management Planning and Coastal Zone Management) the City's planners have updated the land use and population data base. The first section digests the major findings on existing conditions and needs as specified in the federal statute.

1. Existing Uses of Land and Land Resources

The existing land use inventory is based on the city's Real Property Assessment Department file. More than 80 use categories in this file were regrouped into 13 standard land use categories for purposes of 208 and 701 planning. (See Table I.1). Though there are some gaps and ambiguities in the basic file, it is the most complete inventory of land use presently available.

Citywide and borough land use patterns appear in Tables I.2, I.3 and I.5. Nearly 90 percent of the City's land is developed. Of the total area, over 34 percent is residential land, of which more than half is low density housing. The next largest category of land use is vehicular, accounting for 25 percent. Outdoor recreation occupies 14 percent of the City's land area; unimproved land constitutes 12.5 percent of the area. The remaining uses add up to over 14 percent: transportation, utilities and communications, 3 percent; institutions, 3 percent; commerce, 2 percent; manufacturing, warehouses and garages, 5 percent. (Figures do not add up because of rounding.)

Queens, whose 64,000 acres makes it the largest of the boroughs, contains nearly half of the land in low density residential use and about a third of the land in medium density residential use. Manhattan contains over a third of the City's land in high density residential land. The Bronx and Brooklyn each contain about a quarter of the City's high density residential land.

The City uses only 2 percent of its land for manufacturing. Of this acreage, 43 percent is in Brooklyn, 33 percent in Queens 12 percent in The Bronx, 9 percent in Staten Island and 2 percent in Manhattan.

Total commercial land nearly equals the amount of land in manufacturing use. Over 80 percent of it is in low density. This category of commercial use generally serves the residential population and its proportion of the total land area does not vary greatly among the boroughs. Land in high density commercial use, on the other hand, is typical of the Central Business District in Manhattan which contains over 80 percent of all such land.

The borough with the highest proportion of land in recreational use is the Bronx with 21 percent of the borough's developed land. Brooklyn uses only 9 percent of its land for recreation -- the smallest proportion though it has the largest population.

Thirteen percent of the City's land is vacant (cleared or undeveloped). Half of it is located in Staten Island and another 18 percent in Queens. Manhattan is the most developed borough, with only three percent of its land area available for building.

2. Population Estimates for 1975

Estimates of population and dwelling units for 1975 were calculated by community districts, boroughs and citywide totals. These were developed originally to meet the requirements of the "208" Water Pollution Control program, but are useful for general planning purposes. They update the 1970 Census data and indicate post-censal trends in population shifts. (See Table I.1.)

At the borough level, the population declined in four boroughs, but increased about 10 percent in Staten Island. However, there are areas in the eastern part of the Bronx, northeastern Queens, southern Brooklyn, and mid-Manhattan where population has increased.

Table I.1

1975 ESTIMATES OF DWELLING UNITS, OCCUPIED DWELLING UNITS, TOTAL POPULATION AND POPULATION BY GROUP QUARTERS. BY BOROUGH AND COMMUNITY DISTRICT FOR NEW YORK CITY.

Borough	C.D.	Total Dwelling Units	Occupied Dwelling Units	Total Population	Population in Group Quarters	Borough Population
Bronx	1	36499	32042	114263	5917	
	2	21437	19185	65380	1695	
	3	34665	30970	104017	538	
	4	55951	53043	140694	2639	
	5	51037	49104	129499	1012	
	6	35851	33389	106422	1514	
	7	48293	47048	113954	2864	
	8	37746	35612	96322	5087	
	9	60024	58554	165815	816	
	10	39977	35932	108147	1543	
	11	39379	38349	107692	5218	
	12	46087	44654	133146	1995	
Total		506,946	477,882	1,385,351	30,838	1,385,351
Brooklyn	1	57090	52987	163932	738	
	2	44076	40668	106000	5169	
	3	58889	54921	184251	1519	
	4	38523	36633	121983	1259	
	5	50823	48216	159391	651	
	6	47202	43801	130763	2922	
	7	37827	35931	105500	441	
	8	42028	40097	119135	1711	
	9	36874	35782	101733	4256	
	10	50508	49051	126543	1076	
	11	62195	60477	165432	1292	
	12	60139	58137	162050	1603	
	13	41923	39794	104572	2165	
	14	56793	55369	133766	1217	
	15	60783	58858	157083	1217	
	16	30080	27940	99644	788	
	17	56459	54384	148378	928	
	18	60510	59222	189768	1207	
	56	34	34	426	304	
Total		892,756	852,302	2,480,350	30,463	2,480,350
Manhattan	1	2914	2778	9931	4679	
	2	46732	44649	82934	4887	
	3	68946	66208	165926	4099	
	4	45641	43089	77790	2708	
	5	22084	21217	30660	1301	
	6	78613	73912	123922	4180	
	7	111461	106380	213640	4950	
	8	111761	105718	197752	5197	
	9	41654	40528	103593	2769	
	10	58174	55050	140146	2568	
	11	45207	42672	126815	3075	
	12	75522	74465	179108	1685	
	60	1001	964	1950	22	
	63	128	123	291	24	
Total		709,838	677,753	1,454,458	42,144	1,454,458

1975 ESTIMATES OF DWELLING UNITS, OCCUPIED DWELLING UNITS, TOTAL POPULATION AND POPULATION BY GROUP QUARTERS. BY BOROUGH AND COMMUNITY DISTRICT FOR NEW YORK CITY.

Borough	C.D.	Total Dwelling Units*	Occupied Dwelling Units	Total Population	Population in Group Quarters	Borough Populatio
Queens	1	72351	69514	184205	424	
	2	38777	37389	88757	677	
	3	47955	46233	120255	336	
	4	43760	41477	111174	1682	
	5	61105	58770	155763	982	
	6	40506	39301	92943	929	
	7	77142	74494	215116	2955	
	8	51330	49657	135575	1107	
	9	40944	39226	106718	1662	
	10	35916	34438	112250	516	
	11	41718	40958	123511	1112	
	12	64304	61686	199143	2261	
	13	54747	53426	182067	6017	
	14	51437	48172	138503	5041	
	84	125	123	635	300	
Total		722,117	694,864	1,966,615	26,001	1,966,615
Staten Island	1	48187	44504	139593	4240	
	2	30681	28035	100879	8369	
	3	24833	23123	86868	1850	
	95	252	217	847	92	
Total		103,953	95,879	328,187	14,551	328,187
New York City		2,935,610	2,798,680	7,614,961	143,997	7,614,961

Source: NYC Department of City Planning. Section 208 Areawide Waste Treatment Management Planning Project. Estimates are based on 1970 Census data and Sanborn Housing Unit Change Survey.

*Total Dwelling Units do not include vacant units in vacant structures; they include only vacant units in habitable structures. Therefore, it is not possible to compare the number of vacancies to be derived from the above data with the number of vacant structures shown in NYC Table 5, Third Year Community Development Program.

TABLE I.2

Land Use in New York City:
1975 Estimates by Land Use Category and Borough (Acres)

LAND USE CATEGORY	NEW YORK CITY	BRONX	BROOKLYN	MANHATTAN	QUEENS	STATEN ISLAND
110 Low Density Residential	32,332	3,620	3,602	284	16,072	8,754
120 Medium Density Residential	21,981	2,900	10,028	916	7,209	928
130 High Density Residential	8,107	1,922	2,165	3,040	968	12
140 Institutional	5,798	973	1,219	862	1,555	1,189
210 Low Density Commercial	2,909	585	686	263	936	439
220 High Density Commercial	632	33	42	517	38	2
230 Garages	2,071	427	613	226	640	165
310 Warehouses	3,335	319	509	658	629	1,220
320 Manufacturing	4,058	498	1,757	84	1,335	384
330 Transportation, Utilities, and Communications	5,959	455	781	397	3,458	868
410 Outdoor Recreation	26,154	5,704	3,480	2,331	10,023	4,616
420 Vehicular	45,850	6,536	12,279	3,587	17,412	6,036
430 Unimproved Land	22,795	2,769	3,328	464	4,086	12,148
TOTAL	181,981	26,741	40,489	13,629	64,361	36,761

Source: New York City Department of City Planning. Section 208 Areawide Waste Treatment Management Planning Project.

The estimates of land area in New York City do not include land under water. Certain previous surveys, such as the Sanborn in the early 1960's, did calculate land under water.

TABLE I.3

Land Use in New York City:
Distribution of Citywide Land Use Categories by Borough (Percentages)

LAND USE CATEGORY	NEW YORK CITY	BRONX	BROOKLYN	MANHATTAN	QUEENS	STATEN ISLAND
110 Low Density Residential	100.0%	11.2%	11.1%	0.9%	49.7%	27.1%
120 Medium Density Residential	100.0	13.2	45.6	4.2	32.8	4.2
130 High Density Residential	100.0	23.7	26.7	37.5	11.9	0.2
140 Institutional	100.0	16.8	21.0	14.9	26.8	20.5
210 Low Density Commercial	100.0	20.1	23.6	9.0	32.2	15.1
220 High Density Commercial	100.0	5.2	6.7	81.8	6.0	0.3
230 Garages	100.0	20.6	29.6	10.9	30.9	8.0
310 Warehouses	100.0	9.6	15.3	19.7	18.8	36.6
320 Manufacturing	100.0	12.3	43.3	2.1	32.9	9.4
330 Transportation, Utilities, and Communications	100.0	7.6	13.1	6.7	58.0	14.6
410 Outdoor Recreation	100.0	21.8	13.3	8.9	38.3	17.7
420 Vehicular	100.0	14.2	26.8	7.8	38.0	13.2
430 Unimproved Land	100.0	12.2	14.6	2.0	17.9	53.3
TOTAL	100.0%	14.7%	22.2%	7.5%	35.4%	20.2%

Source: New York City Department of City Planning

B. Projected Population and Land Use Changes

1. Population Projections

The population projections were developed as one of the program tasks for the concurrent Section 208 water quality project, using two approaches. First, preliminary borough and city totals were prepared for the years 1985 and 2000 (Table I.4). The underlying assumptions were that current trends would predominate during the next several years and this is reflected in the 1985 numbers. After that, it is expected that the planning policies enunciated at every governmental level from federal through state and regional to city, calling for the revitalization of central cities will be translated into action programs. Thus the two boroughs of the Bronx and Brooklyn, whose current population declines are expected to continue for the short run, should become the focus of renewal actions and concommitant population increases.

In Manhattan, where several large-scale projects have been halted, it was assumed that some construction would be resumed during the next few years. Beyond that, because of the unique attractiveness of the borough, a further moderate increase is anticipated by the year 2000. Queens, despite a slight drop in population in recent years, retains the capacity and attractiveness for future increases. Gains were projected for both 1985 and 2000 based on the potential for housing the elderly in the Rockaways and on the foreign-born families now putting down roots who are likely to remain for two generations or more. Richmond has the capacity for conventional growth. It has shown an unbroken increase in population since 1900. The projection assumes slowed growth to 1985 and more accelerated development to the year 2000.

The second approach built upon analysis of individual neighborhoods within the boroughs. This analysis encompassed the projected changes in housing units, vacancy rates, and average household size as well as changes in land use. For purposes of comprehensive city-wide planning, neighborhood projections were aggregated to the borough and city levels for comparison with the preliminary borough-wide figures. Following a review and evaluation of these two sets of projections, final numbers for the boroughs and city were agreed upon.

2. Projected Land Use Changes

Generally large-scale land use patterns in New York City will continue to remain unchanged for two reasons: the small proportion of developable land areas and the stability inherent in zoning and infrastructure patterns. While Staten Island is expected to sustain signficant development in expansive vacant and underutilized tracts, present zoning patterns and the South Richmond Plan have redefined existing settlement and industrial use patterns outlined in the 1969 Plan for New York.

Table I.4

Population Projections

BOROUGH	1975 Population			1985 Projected Population			2000 Projected Population		
	Updated 1975 Estimates (DCP)	Interim 208 Output	Tri-State	Neighborhood Analysis	Interim 208 Output	Tri-State	Neighborhood Analysis	Interim 208 Output	Tri-State*
BRONX	1,385,000	1,389,698	--	1,333,000	1,300,000	1,434,000	1,340,000	1,350,000	1,310,000
BROOKLYN	2,480,000	2,485,070	--	2,472,000	2,350,000	2,382,000	2,460,000	2,400,000	2,420,000
MANHATTAN	1,454,000	1,459,112	--	1,475,000	1,475,000	1,441,000	1,486,000	1,550,000	1,430,000
QUEENS	1,967,000	1,960,104	--	1,978,000	2,050,000	1,884,000	2,022,000	2,200,000	1,920,000
STATEN ISLAND	328,000	326,617	--	430,000	395,000	449,000	596,000	525,000	580,000
NEW YORK CITY	7,615,000	7,620,601	--	7,688,000	7,570,000	7,590,000	7,904,000	8,025,000	7,660,000

*Note: The targets listed above differ from the Tri-State Regional Planning Commission's figures for "Most Likely Targets for Planned Growth of Population", officially adopted on January 10, 1976. Staff has proposed the above quantities as those which would result from the adoption and implementation of the current regional plan. The Commission will consider these new figures as part of its review of the Regional Development Guide. Source: P. IV - 24 Draft of June 20, 1977.

Tri-State Regional Planning Commission. Regional Development Division.

Although most manufacturing and industrial uses remain along their historical river locations and truck and rail routes, the Industrial Renewal areas named more recently are situated away from the water's edge. The decline of industry's dependence on water transportation and the recent focus New York City is giving to underutilized waterfront areas has generated interest in land utilization for waterfront housing development of significant scale. It is anticipated that most other changes in land use will occur in use intensity through (1) vacant land infill, (2) redevelopment strategies and (3) major development schemes.

A more detailed description of anticipated land use changes by borough follows.

The Bronx

Residential land use in the Bronx ranges from single family areas to densely populated areas. Many of the low density areas are stable and will experience only minor growth from infill development. Some may increase in density through development of large vacant tracts before 2000.

The seven industrial renewal areas in the Bronx cover a total of 575 acres of functioning or potential industrial land. Two areas have already been redeveloped: the East Pelham area, in which Farberware Company renovated and enlarged a building, and the Yankee Stadium renovation. Three more (Hunts Point, J.J. Lyons, and Zerega) have been partly utilized and project further development by 1985. Plans for the Harlem River Yards and 149th Street Bruckner areas are not certain at this time.

The largest industrial site is Hunts Point with 318 acres, located within the Hunts Point Treatment Plant catchment area. Another sizable industrial site is the Harlem River Yards with 107 acres, the site of the proposed South Bronx Industrial Park.

The Bronx is the site of four major retail centers: Fordham Road, Bruckner Plaza, the Hub, and Parkchester. Change in use is not expected in these commercial areas.

At the present time it is estimated that there are as many as 2700 acres in the borough of the Bronx (depending on definition and purpose) which are either vacant or abandoned. (See Table I.2.) Some have buildings still standing and possibly partly occupied, but posing costly and severe problems. These potential sites for future large-scale development are mostly in the South Bronx and East Bronx.

Brooklyn

Brooklyn's 81 square miles presently support the largest population of all the boroughs, and one-fifth of the manufacturing and warehousing jobs in the city Over 33% of the borough contains medium and low density housing. In addition, 4.3% of Brooklyn, the highest percentage of land area of all the boroughs, is devoted to manufacturing activity. (Table I.5)

Most of southern Brooklyn, excluding Coney Island, and an enclave in the northwest section of the borough, consist of relatively sound low-to-medium density housing stock. Northern Brooklyn, on the other hand, contains some of the most deteriorated housing in the city. Areas of the worst decay, characterized by high-medium density housing, and vacant sites typify the central belt in which Bedford-Stuyvesant, Brownsville, and portions of East New York and Williamsburgh are located. These areas - forsaken today but potential opportunity sites for regrowth - are the focus of most of the Urban Renewal and Neighborhood Preservation Programsin the borough. The neighborhoods bordering this belt, including, to the south, Crown Heights and Flatbush, and to the east Bushwick, show similar trends.

Almost all the industrial and manufacturing activity is located along the waterfront, particularly at the northern tip of the borough (Greenpoint and Williamsburg) and the northwestern shores - Red Hook, Gowanus, Bush Terminal. Fingers of these developments extend into the borough. The Flatlands Industrial Park, the first such special district in the city, is located in the central-eastern portion of the borough. Residential development is scattered throughout all these industrial areas.

Areas of significant land use change include industrial area conversion to residential uses in Gowanus, Fulton Ferry and Coney Island Creek, industrial expansion at Red Hook and the Brooklyn Navy Yard, and mixed use development of 260 acres of vacant land in Spring Creek.

There are over 4000 acres of unimproved land, most of which lie in the central section of the borough and on the eastern shore around Jamaica Bay parkland presently being developed under the Gateway Program.

Manhattan

Manhattan contains the most intensive residential and commercial development in the city. Major employment centers occur in the middle and lower portions of the island (the region's CBD), while the remainder is used primarily for high density residential activities and park lands. Although new office space (gross floor area) will continue to expand by variable amounts, the concentration will follow past trends of development in Lower Manhattan, Midtown and the East Side.

TABLE I.5

Land Use in New York City:
Distribution of Total Borough Area by Land Use Category (Percentages)

LAND USE CATEGORY	NEW YORK CITY	BRONX	BROOKLYN	MANHATTAN	QUEENS	STATEN ISLAND
110 Low Density Residential	17.8%	13.5%	8.9%	2.1%	25.0%	23.8%
120 Medium Density Residential	12.1	10.9	24.8	6.7	11.2	2.5
130 High Density Residential	4.5	7.2	5.4	22.3	1.5	*
140 Institutional	3.2	3.6	3.0	6.3	2.4	3.2
210 Low Density Commercial	1.6	2.2	1.7	2.0	1.4	1.2
220 High Density Commercial	0.3	0.1	0.1	3.8	0.1	*
230 Garages	1.1	1.6	1.5	1.7	1.0	0.5
310 Warehouses	1.8	1.2	1.3	4.8	1.0	3.3
320 Manufacturing	2.2	1.9	4.3	0.6	2.1	1.0
330 Transportation, Utilities and Communications	3.3	1.7	1.9	2.9	5.4	2.4
410 Outdoor Recreation	14.4	21.3	8.6	17.1	15.6	12.6
420 Vehicular	25.2	24.4	30.3	26.3	27.0	16.4
430 Unimproved Land	12.5	10.4	8.2	3.4	6.3	33.1
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

*Less than 0.1 percent

Source: New York City Department of City Planning

Since the 1930's the population of Manhattan has been stable. A small decrease in the rate of growth has been apparent recently. However this rate of change has not affected residential land use. Although the population will remain approximately constant through year 2000. there will be an increase in the number of new and renovated housing units, as household size will decrease. Some areas of Manhattan will experience changing development patterns. Development activity is anticipated in revised plans for urban renewal areas, in lower and upper Manhattan, and along the Hudson shorefront.

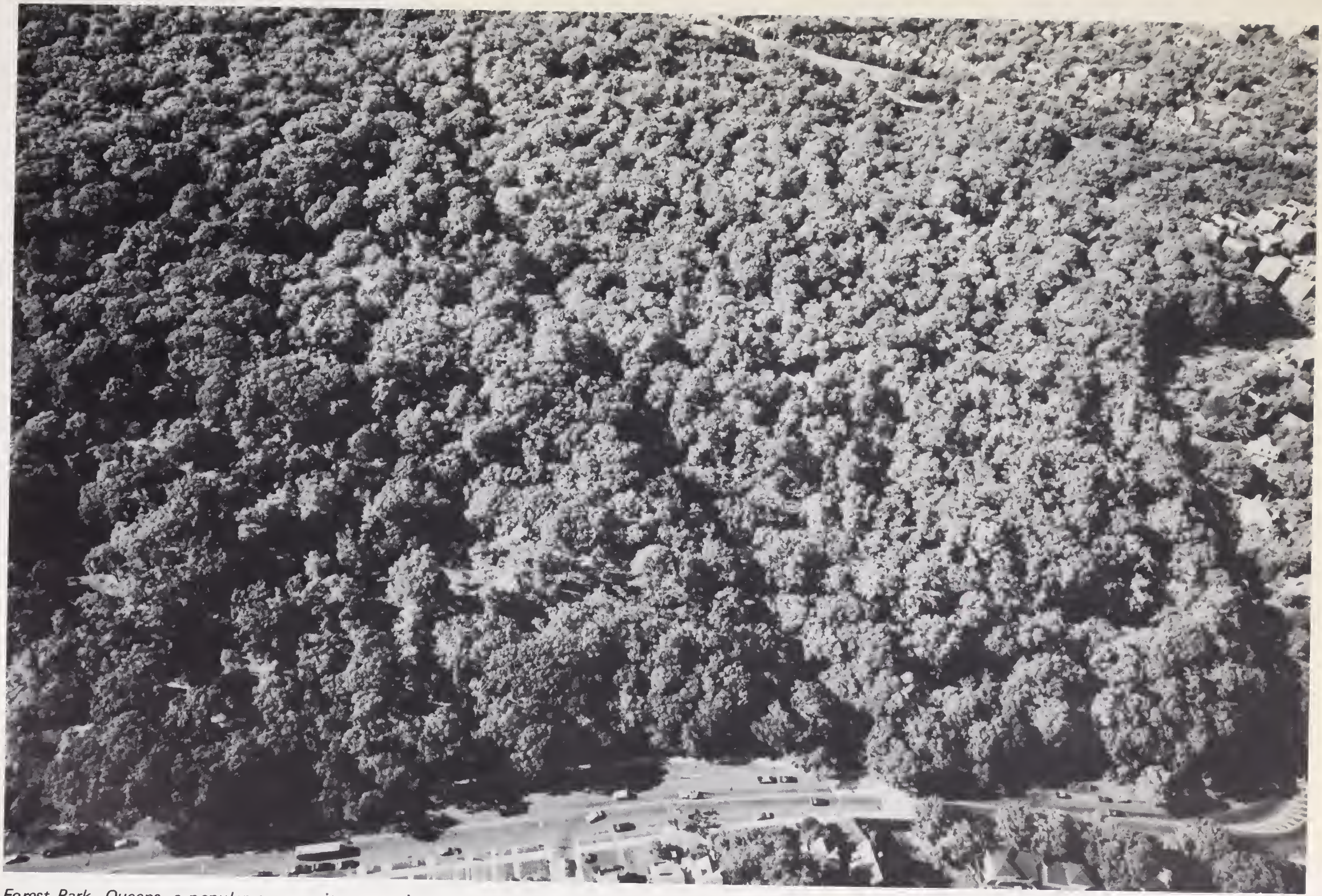
Replacing declining port activity in Manhattan (and assuming present financing problems are resolved) landfill along the Hudson River will support two major new developments: Battery Park City, whose 100 acres have been planned as a multi-use community, with offices, stores and 5,600 residential units projected to be completed by 2000; and Westway, the river-edge expressway whose area is to include 82 acres for parks, 53 acres for manufacturing and 38 acres for residential development. Communities in the Upper West Side and Upper East Side probably will remain stable with respect to land use and housing units. Most of the available vacant land is allocated to urban renewal areas and small vacant lots scattered throughout Manhattan, but their attractiveness for infill construction will not significantly affect land use projections.

Future development has been planned for sites such as Manhattan Landing on the East River (8000 d.u.s, plus other uses); the 60th and 30th Street rail yards, and Sherman Creek in northern Manhattan (a proposed State Park and enclosed recreation complex). It is doubted that these projects are viable without extensive but presently unavailable public financing.

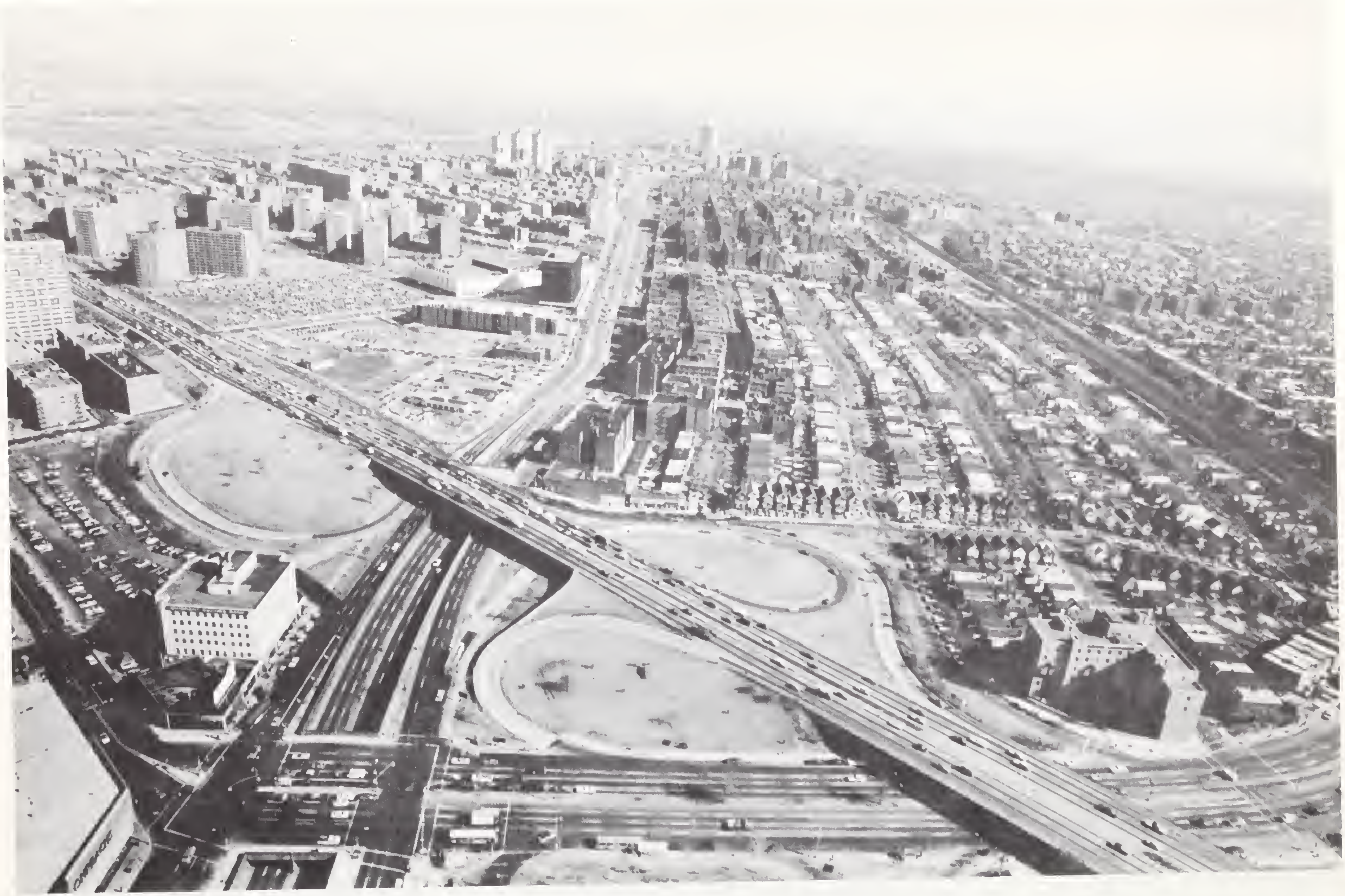
Queens

Traditionally, the most significant growth in this borough has occurred in residential land uses, presently representing nearly 40% of the developed land. Residential areas have followed normal patterns of urban growth with clusters of high density housing near Manhattan and at major transportation nodes, and lower densities at further distances from the commercial core. Except for the western-most quadrant of Queens, huge areas of park land and open space (over 10,000 acres) are scattered throughout the borough, including the Rockaway Peninsula, whose beach areas are easily accessible by mass transit.

Commercial uses are located throughout Queens along major thoroughfares with larger clusters found in Rego Park - Forest Hills, Flushing, Jackson Heights and Jamaica. Manufacturing and industrial uses are parimarily limited to Long Island City - Newtown Creek, the largest



Forest Park, Queens, a popular community recreation area, typifies the land use dilemmas of comprehensive planning: Shall it serve Open Space goals by remaining as is? Shall it serve Economic-Transportation goals by partial clearance for an efficient high-speed rail link between Manhattan and John F. Kennedy Airport?



Queens Center, a spreading concentration of offices, housing and retail clusters at the junction of Rego Park (upper right) and Elmhurst. The intersecting arterials are the east-west Long Island Expressway (the long diagonal) and Queens Boulevard. Major department stores and apartment buildings abutting the highways represent substantial private investment.

industrial area in the city, Jamaica and College Point. The most important industry in the borough is aviation with both Kennedy and LaGuardia Airports employing over 50,000 people. Ancillary industries near both airports have developed important pockets of warehousing and industrial uses. The College Point Industrial Renewal area and sites surrounding Kennedy Airport seem the most promising areas for new industrial and warehousing development because of the availability of large unimproved sites. In addition, revitalization of the Jamaica Commercial Center and surrounding industrial areas may result in infill development at higher densities and a more viable residential market in surrounding deteriorated areas.

Some important changes are anticipated in residential areas having large tracts of developable land and in the remaining scattered (infill) parcels in areas of recent housing demand. The Rockaway Peninsula, due to recent urban renewal land clearance, has the greatest potential for high density site development, although at this time it is constrained by shifts in housing demand and the lack of capital funding. The North Shore and surrounding communities in northeast Queens have both large tracts (near Clearview) and scattered sites that are expected to be used for low density and high rise infill housing. Areas containing higher density housing, such as Jackson Heights, Elmhurst and Flushing, will continue to serve middle income segments, with revitalization of older housing stock as well as scattered development. The largest single land use change will include 50 acres of federally owned surplus land at St. Albans Naval Hospital which will probably be redeveloped as a park. Little significant change is forecast for the rest of Queens except for the tier of communities along the Nassau Expressway Corridor where construction of the proposed expressway through a large vacant tract of land near Kennedy Airport will permit the construction of an industrial (air-freight) park. It will also open new recreational spaces. In addition, the new construction will include a buffer between the air freight facilities and surrounding residential areas.

Although major residential developments have been proposed at Hallet's Cove, atop the Sunnyside rail yards and at the IND yards at Willow Lake, for a total of 300 acres, these projects presently do not seem viable. High costs of new rental housing and heavy infra-structure costs burden the three projects. The community fears the potential impacts of the Willow Lake yards project.

Staten Island

Staten Island is the least developed borough and as a result still contains many natural and scenic areas. These are designated for preservation through the South Richmond plan, natural features zoning and various wetlands and coastal area designations. The northern and eastern portions of the island are most highly developed, with multi-family housing found in the communities surrounding St. George and one- and two-family homes in the remaining areas. There are large amounts of industrially zoned vacant land available but only about 200 acres of large lots are presently accessible and serviced by utilities. Many of these parcels are found along the Arthur Kill.

Open space suitable for both development and recreation or ecological protection totals 12,000 acres. At least 25% of the unimproved land category (nearly 3000 acres) may be consumed by the year 2000, primarily as low density residential land in the central and southern portions of the island.

IDENTIFICATION OF ECONOMIC NEEDS

A. Overview of New York City's Economy

Forces of Growth and Decline

According to a report by the Temporary Commission on City Finances (May 1977), jobs in the city dropped from 3,744,000 in 1970 to 3,355,000 in 1975. As a proportion of the nation's total, employment in the region dropped from 10.8 percent in 1953 to 10 percent in 1960 to 7.9 percent in 1976.

Over the long term, metropolitan and interregional disparities in business costs have reflected uneven availability of basic productive factors such as land, labor and natural resources, in different parts of the nation. These have been partly responsible for the shifting structure of the local economy. The expansion of the national highway system and the growth of truck transportation have enabled some manufacturing activities producing high-volume standardized products for the national market to establish land-intensive, single-story plants in regions where the costs of land and low-skilled labor are relatively low. This is also true of some wholesaling and trucking functions, which because of their local market seek out inexpensive land within the metropolitan area. Some companies, therefore, have moved out of the city.

However, because the city's concentrated business environment reduces information and communications costs and generates a large labor supply, other manufacturing firms and nearly all service activities are willing to pay premium rents and labor costs to remain in or move to New York. A producer of limited-volume fashion apparel must keep abreast of the continual style changes that unpredictably alter demand. As the fashion center for the country, New York is the place to be. Similarly, corporate decision-making relies heavily on the exchange of information with legal counsel, public relations, advertising and financial advisors. The frequent need of face-to-face meetings to convey important business matters balances other costs of maintaining corporate headquarters in the City.

Although New York City enjoyed the fruits of the national expansion that began in 1962 and continued through most of 1969, the rapid local growth of employment and the reduction of the unemployment rate to 3.1 percent in 1968 completely depleted the City's reserve labor force. With a 3.6 percent national unemployment rate, the labor markets of most other regions were not nearly so tight. Almost immediately wages and prices began rising more rapidly locally than in the nation: between 1950 and 1962 the Consumer Price Index rose an identical 25.6 percent both in the City and nation-wide; but by 1970 the Consumer Price Index had increased an additional 33.1 percent in the New York region, compared to 28.4 percent in the nation.

One result of these increased relative costs was to cause many firms either to leave the City or go out of business, reducing the local job base. Gradually the demand for labor diminished, causing the local unemployment rate to rise and reducing pressure on wages. However, it was not until 1974 that the increase in the local Consumer Price Index finally dipped below the national rate. Although this should have cleared the way for a healthier local economy, three roadblocks appeared, preventing a recovery:

1. A severe recession unleashed its full fury in 1975, sending both local and national economies into a tailspin. Local unemployment already at 7.2 percent in 1974, shot up to 10.6 percent in 1975.

2. The City's fiscal crises,brought on partially by this sudden economic downturn, necessitated the dismissal of thousands of government employees and the curtailment of purchases from the private sector. These cutbacks have prevented the local private sector from fully benefiting from the current national recovery.

3. Since 1970, the population of the City has declined by an estimated 300,000 to 400,000. This has reduced demand for retail goods and personal services and the jobs provided by these fields.

Even so, there are signs that the City's economy is slowly reviving. The unemployment rate, still unacceptably high, has declined slightly and as of the fourth quarter of 1976 had dropped to 10.0 percent, compared to the July 1975 high of 11.1 percent. In addition, private sector employment virtually stabilized in 1976 after two consecutive years of decline.

B. Private Sector Employment Trends

The previous analysis touched briefly on the individual components of the City's economy. This section provides a more complete description of the six economic divisions that comprise the City's private sector:

1. Manufacturing
2. Transportation, Communications and Public Utilities
3. Construction
4. Wholesale and Retail Trade
5. Finance, Insurance, and Real Estate
6. Services

1. Manufacturing

Although most segments of local manufacturing have declined steadily since World War II, this sector still retains an important position in the City's economy. With about 500,000 or one-sixth of all jobs, manufacturing is the City's fourth largest employer.

Leading manufacturing industries are: apparel, 178,000 employees; printing, 92,400 employees; miscellaneous manufacturing (toys, jewelry and novelties), 47,400 employees; foods, 37,900 employees, and electrical equipment, 33,700 employees.

New York City has traditionally been a manufacturing center owing to its regional market, its propensity to specialize, an ample labor supply, and the availability of low-cost space in central locations well served by transit facilities. These factors have made it easy for new firms and "infant" industries to establish themselves. Local manufacturing is characterized by small and medium-sized firms, with almost two-thirds of manufacturing establishments employing fewer than 20 people, and as much as 85% employing fewer than 50. These small firms are extremely vulnerable to changes in the business cycle, because they generally have the least access to credit and the thinnest cushion.

The decline in manufacturing jobs is a result of both locational shifts and business failures. Since 1960 the City has lost a total of 419,000 manufacturing jobs. Over half of them were lost during the recessions of the past five years, and are the result of closings and contractions more than out-migration.

Foreign competition has proved too strong for many industries, especially soft goods such as clothing. Additionally, since World War II, New York City has faced competition from other regions which offer large supplies of land, an underutilized labor force, access by regional highway networks and lower operating costs, particularly for energy. Combined with growing regional markets in the South and West, cost differentials lured the relatively "foot-loose" enterprises from the City. At the same time, intraregional cost differentials also caused dispersion of many enterprises to suburban locations close to interstate highways.

The decline of manufacturing jobs creates a job-skill mismatch which must be addressed as a matter of public policy. The unskilled find few alternatives to factory work. They are unable to take suburban manufacturing jobs because low-cost housing is not available nearby, and transportation costs are high. Such measures as subsidies for reverse commuting or ending restrictive zoning requires broad regional support or Federal policy that has not been forthcoming. However, short- and intermediate-range efforts must be maintained. In the future manufacturing which is highly specialized, such as graphics or jewelry, and/or which serves a local market,will still seek a City location. Incentives which can help reduce comparative costs of doing business are desirable when they contribute to the job base. In the long run, education and training programs must adequately prepare more residents for white-collar work.

2. Transportation, Communication, and Public Utilities

This division is composed primarily of large public and private corporations that operate the City's transportation and communications infrastructure or provide water, gas, electricity and sanitary services to business and residential users. Large private companies

TABLE I.6

Transportation, Communication and Public Utilities Employment - 1960, 1970, 1975 New York City* (thousands):

		1960	1970	1975
TOTAL EMPLOYMENT		218.1	323.3	268.4
By Subsector				
SIC Code	Description			
40	Railroad transportation	27.3	11.5	7.0
45	Air transportation	34.8	56.8	48.6
41,2,4,6,7	Other transportation	157.0	135.1	105.4
48	Communications	71.8	94.5	81.1
481,2	Telephone & Telegraph	NA	78.7	63.8
49	Electric, gas & sanitary services	27.8	25.5	26.5

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*Total employment in this division in 1950 was 331,500; more detailed breakdowns by subsector are not available for that year.

and publicly regulated or quasi-public enterprises such as Consolidated Edison, New York Telephone, the Metropolitan Transportation Authority, and the Postal Service accounted for more than two-thirds of the division's 268,400 employees in 1975.

Although primarily serving local customers, two important components of this division have a national and international reach. The City is the headquarters for the three national radio-television companies which enjoy the benefits of locally-available advertising, public relations, legal and financial resources. Also, the City's traditional position as the nation's premier port has been carried over into air transportation with the expansion of facilities at the three metropolitan airports. The City's air cargo industry has exhibited strong growth over the past 15 years, as tonnage increased from 200,000 tons in 1960 to 1.1 million tons in 1975, with continued growth expected through the next decade.

The air transportation and communications components of this division, serving national and international markets, are the only ones to have grown since 1960. While there has been a modest retrenchment since 1970, reflecting in part the severe recession of 1975 and increased fuel costs that raised airline operating costs, employment in both industries is substantially above the 1960 levels.

Since 1950 local employment in Transportation, Communications and Public Utilities has dropped by almost one-fifth compared to a 10 percent increase for the nation. Most of the decline has been since 1970 and reflects a combination of growing public transit deficits and the City's population-employment loss. Also important and particularly devasting in the Northeast has been the bankruptcy of the Penn Central Railroad system, which capped the gradual decline of a national rail network. The decline of local railroad employment, from 27,300 in 1960 to 7,000 in 1970, illustrates the severity of this contraction. With the creation of the federally sponsored and reorganized rail systems - Amtrak for passengers and Conrail for freight - a basis has been created for the revitalization of regional rail transportation.

Over the next few years we can expect continued but modest employment losses as most activities in this division continue to cut costs at least partially through attrition.

3. Construction

Although new construction is generally taken as a signal of economic boom, the construction trades employ only a small share of the City's work force: about 2.5 percent, or 80,000 workers.

The vitality of New York's construction industry is highly dependent upon the state of the national economy, and the level of Federal and State financial assistance. Typically, construction activity fluctuates widely and the City is still experiencing a decline in this sector after showing strength in the late 1960's and early 1970's. In today's economic climate, maintenance of the City's existing physical plant, and modernization and recycling of older structures are the most viable options. In the near future, the West Side Highway project is expected to provide a large number of construction jobs.

a. Office Construction Activity

Office construction in New York City has historically been a boom-and-bust story. In this century there have been two major office-building booms. The first began in 1925 and ended in 1933. During this period 138 new office buildings were completed, adding 30.4 million square feet to the existing supply. The second boom lasted from approximately 1967 to 1973 when 79 new buildings containing 71.1 million square feet were completed.[1] During both of these periods, the increase in building activity occurred immediately prior to and concurrent with an economic downturn. Coming on the market at the most inopportune time, the new office space remained vacant for long periods of time.

Following the overbuilding of the 1920's, when the vacancy rate climbed to a high of 25.2%, the financial community set tight restrictions on mortgage loans which for nearly 40 years prevented a repetition of the fiasco. Before mortgage commitments could be obtained, developers had to have firm leases for approximately 75% of the planned space. However, in the rich rental market of the last 1960's, these practices were eliminated. Mortgage financing money was easily obtainable at an early stage in the development process without the backup of firm lease commitment.

The surge of office-building activity in the last 1960's occurred in response to a number of factors. There was a dramatic increase in office employment in New York City, which paralleled national trends, primarily in the services sector. Additionally,

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[1] Rebuilding Manhattan: A Study of New Office Contruction, Real Estate Board of New York, Inc., 1972, p. 22 and 23.

Table I.7

"WHITE-COLLAR" EMPLOYMENT* IN NEW YORK CITY 1965, 1970 and 1975

EMPLOYMENT LEVEL
(thousand of jobs)

	1965	1970	1975-1970 Change	% Change	1975	1970-1975 Change	% Change	Net Change 1965-1975	Net % Change 1965-1975
Finance, Insurance, Real Estate (FIRE)	391.4	459.6	+68.2	+17.4%	422.1	-37.5	-8.2%	+30.7	+7.8
Business and Personal Services	681.1	780.9	+99.8	+14.6%	770.7	-10.2	-1.3%	+89.6	+13.2%
Administrative Offices of Manufacturing Companies #	78.4	81.0	+2.6	+3.3%	58.4	-22.6	-27.9%	-20.0	-25.5%
TOTALS	1150.9	1321.5	+170.6	+14.8%	1251.2	-70.3	-5.3%	+100.3	+8.7%

Source: New York State Department of Labor

*"White collar" employment refers to employment which takes place primarily in office space and includes SIC 60-67 (FIRE), SIC 70-89 (Services) and administrative offices, which is a measure of headquarters activity.

#While there are administrative jobs in most sectors, the greatest number are in manufacturing firms.

there was an extremely low vacancy rate, estimated to be 9.5% in 1967, and an expansion in the allocation of floor space per worker. In the five-year period from 1965 to 1970, New York City gained 175,100 white-collar jobs, a 15.2% increase. (Table I.9).

Office construction boomed to supply the space required by these additional workers. By 1970, approximately 35 million square feet of new office space could have been absorbed, assuming 200 square feet per employee. Had office employment increased at the same rate in the subsequent 5-year period, by 1975 an additional 35 million square feet could have been absorbed. Since there is a lead time of approximately three years needed to complete an office building, most of the new space planned in the last 1960's came on the market in 1971 (14.9 million square feet) and 1972 (15.8 million square feet).[2] However, a confluence of developments occurred which created a sudden shift in the balance between supply and demand: the national recession of 1969-1970 curtailed business expansions and relocations; several corporate headquarters left New York City; and computerization of back-office functions increased productivity while slowing job growth. From 1970 to 1975, New York City lost 74,800 white-collar jobs, a 5.6% decrease primarily in the administrative offices of manufacturing companies -- a measure of headquarters activity. Once again, as in the 1920's, by the time most of the new office space came on the market, supply exceeded the need. Due to this over-supply, office construction activity has decreased dramatically. In the last three years, 7.6 million square feet were completed.

At the start of 1977 there was an inventory of 23.3 million square feet of available vacant office space in Manhattan; 2/3 were located in midtown and 1/3 downtown. Of this, 82% is available on direct lease from the owners and 18% on sublease. Pre-war office buildings account for 34% of the inventory, buildings completed between World War II and 1970 for 32%, and new buildings completed since 1971 for 34%.[3] The office space currently for rent is 11% less than the space available in 1976

Extremes in the office construction cycle inevitably create hardships. An oversupply of space indicates a certain weakness in the City's economy but in a tight space market, tenants suffer from high rents and lack of choice. The traditional operation of the real estate market perpetuates a cycle of uneven investment. Developers tend to wait for low vacancy rates before committing themselves to new buildings.

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[2] The New York Times, February 15, 1976.

[3] Survey conducted annually by Cross & Brown, January 30, 1977.

For New York, a moderate vacancy rate of 5% (equal to 10-15 million square feet) is ideal, contributing to the City's well being for three major reasons. First, relatively low rents encourage firms to remain here or to move here from outside the City. Second, longer-term leases may be secured when rent pressures are moderate, thus enabling firms to project costs for a reasonable future period. And third, a wide choice of type of space means that firms wishing to expand or consolidate are less inclined to seek suburban locations.

b. Residential Construction Activity

Residential construction activity is also a cyclical process. The reasons for construction peaks and troughs are many; cost of construction, availability of land, mortgage interest rates, the supply of credit, changes in family income, and changes in Federal housing policy (See Housing Needs for further details).

4. Wholesale and Retail Trade

Trade activities make an enormous contribution to the economic life of the City. About 635,000 workers, or one out of every five persons in the work force, are employed by a wholesale or retail business. In the 1974-1975 fiscal year the sales tax , which is the largest single item among general fund receipts, generated nearly $800 million. In addition, store buildings in the City pay annual real estate taxes of approximately $135 million.

a. Wholesale Trade

Associated with New York City's historic role as a manufacturing and distribution center is the dominant national position it holds in wholesale trade. Approximately 10% of national wholesale sales in 1972 were made in the City. In 1975 over 250,000 or 7.7% of all local non-agricultural jobs were in wholesale trade while nationally, wholesale jobs accounted for only 5.4% of all employment.

Although the City has maintained its position as the nation's leading center of wholesale trade, growth of sales in New York City between the years 1963 and 1972 was only 9% in real (constant) dollars compared with a national increase of 54%. (Table I.8)

Major wholesale districts in New York City include Midtown Manhattan (apparel, jewelry, toys, and flowers), Lower Manhattan (import/export and food), Gansevoort, Sunset Park, Greenpoint, Long Island City, and Hunts Point.

TABLE I.8

WHOLESALE TRADE (000,000's)

	1963 Sales			1963-1972
	Actual	1972 $'s	1972 Sales	% Change 1972 $'s
United States	$358,400	$451,600	$695,200	+54%
New York City	52,930	66,692	72,517	+ 9%
Chicago	16,379	20,638	21,155	+ 3%
Philadelphia	6,100	7,686	7,966	+ 4%
Baltimore	2,682	3,379	3,498	+ 4%
Cleveland	4,475	5,639	5,137	- 9%
Milwaukee	2,397	3,020	3,212	+ 6%
San Francisco	5,279	6,652	7,244	+ 9%
Boston	4,335	5,462	4,433	-19%

b. Retail Trade

Between the 1963 and 1972 business census years, retail sales increased in New York City from $10.5 billion to $15.0 billion, reflecting a real gain of 6%. During the same period, sales in the region (New York, New York-Northeastern New Jersey SCA) increased by 21%. In 1963, New York City accounted for 48% of the region's sales; however, the City's share has dropped to only 42% by 1972. Sales increases in areas outside of New York City overshadow the relatively modest gains within the City for several reasons. Population levels in the City remained relatively stable; substantial gains in population and income were recorded in suburban counties of the region; suburban shopping centers have proliferated.

The pattern of little, if any, gain in retail sales between 1963 and 1972, is repeated in the major older cities throughout the country. In fact, during this period New York City's performance was better than that of all major older cities except Philadelphia and San Francisco.

Table I.9

RETAIL TRADE (000,000's)

	1963 Sales		1972	1963-1972
	Actual	1972 $'s	Sales	% Change (1972 $'s)
United States	$244,202	$315,021	$459,040	+ 46%
New York City	10,493	14,166	15,014	+ 6%
Chicago	5,631	7,208	7,495	+ 4%
Philadelphia	2,490	3,262	3,576	+ 10%
Baltimore	1,317	1,738	1,811	+ 4%
Cleveland	1,278	1,649	1,397	- 15%
Milwaukee	1,076	1,367	1,426	+ 4%
San Francisco	1,473	1,871	1,995	+ 7%
Boston	1,240	1,612	1,677	+ 4%

Suburban shopping centers offering a wide variety of merchandise, attract a substantial number of City shoppers. Almost all of the new centers are automobile oriented and contain ample free parking. It is estimated that the attraction of suburban stores results in a sales tax loss to the City of about $10 million annually and a direct loss of more than 6,000 retail jobs.

Sales levels experienced only a modest rise between 1963 and 1972, a reflection of the absence of population growth within the City and the competition of suburban centers. However, with the recent stabilization of suburban populations and the high costs associated with further proliferation of large, auto-oriented shopping malls, developer attention has refocused on the revitalization and growth potential of inner-City retail locations. Major new department stores have opened on the Upper East Side of Manhattan, in Staten Island, Rego Park in Queens, and Kings Plaza in Brooklyn.

A healthy retail system demands a balance of alternatives. To compete with the suburbs, the City must encourage new retail development while trying to control its potential negative impact on local retailers. Recognition of the urgency of a policy of recentralization in regional planning emerged in the recent decision by Tri-State Regional Planning Commission (June 1977) to optimize economic concentrations within New York City, as a major thrust of its Regional Development Guide.

5. Finance, Insurance and Real Estate

Of all the service-producing divisions, Finance, Insurance and Real Estate (FIRE) benefits most from New York's highly concentrated business environment and has become increasingly important to the City's economy. This large and diverse division employed 422,000 workers in 1975, an increase of 13 percent over the 1958 level of 374,000. Within FIRE, Finance is the largest sector with about 225,000 workers. Insurance with over 100,000 workers is the second largest and Real Estate is third with about 90,000 jobs. Although the national growth rate of FIRE has been greater than the local growth rate, New York City still accounts for 10 percent of national FIRE employment - more than twice what would be expected, given its population.

Long-term (1958-1975) growth of FIRE was unevenly distributed among its various components. The Finance industry, consisting of banking, credit agencies, investment companies, and security and commodity dealers accounted for all the increase, while the Insurance and Real Estate components of FIRE actually declined. The largest employment increase occurred in banking, which added about 56,000 employees.

This expansion reflects New York's position as the nation's financial center and its top ranking in the international banking community. In recent years many foreign banks have opened offices in the City and numerous additional requests from foreign banks to establish offices await regulatory approval. Banking employment declined slightly in the early 1970's but has since rebounded and is now at historic highs.

Security and Commodity dealers comprise the other large component of the Finance industry. Since 1958 employment among security and commodity dealers increased by over 25,000, or more than 50%, reaching 66,500 in 1975. Although the prolonged stock market decline of the early 1970's and increasing automation have brought employment down below the 1969 peak, the current national expansion has revived investment interest resulting in record-breaking trading volumes on both the New York and American Stock exchanges. As trading volume has increased, employment in this sector has grown slightly.

The banking and securities industries rely heavily on the specialized business services, including legal, financial, accounting and printing activities, which facilitate such functions as bond underwriting and the issuance of new securities.

The decline of employment in the Insurance and Real Estate components of FIRE reflects the increasing use of computer processing to service insurance plans and the gradual decline of real estate activity in the City.

This division primarily provides white-collar employment which requires higher educational attainment than most manufacturing jobs. Thus the City's public and private educational system is an important contributor to the growing importance of the FIRE sector.

The City recognizes the sensitivity of banking and securities firms to technological change which can encourage dispersion and to fiscal burdens and regulations which can severely impact profits. Further reductions in the stock transfer tax may be required as the National Market System is implemented.

6. Services

The service division is comprised of a wide variety of firms ranging from those which provide highly technical services to other businesses and institutions, to those which provide personal services to individual customers. Major sectors include business and professional services providing advertising, accounting, engineering, consulting, data processing, and legal assistance; health services, including hospitals and medical laboratories; educational services, including schools and libraries; lodging, entertainment and cultural services, including hotels, movie theaters, amusement facilities, museums and art galleries; and personal services such as laundries and dry cleaning establishments.

Services currently represent the City's largest employment division with 771,000 jobs, accounting for one-quarter of total City employment. On the national level, by comparison, services represent the fourth largest employment division, accounting for slightly under one-fifth of total United States employment. New York City service businesses are typically small; 58 percent of all service establishments employ 3 or less people, while 90 percent employ fewer than 50. Business services account for the largest share of service employment, representing approximately one-quarter of all service jobs in the City. Health services are second, representing slightly over one-fifth of Citywide service employment.

Service occupations cover a wide range of skills. Positions are available for unskilled workers as waiters, parking lot attendants and maintenance workers; other service occupations, such as those in the business and educational service divisions, require highly technical and professional knowledge. With the continuing decline of manufacturing employment in the City, those service jobs requiring limited skills represent an important source of employment opportunity for the City's low and semi-skilled laborforce.

Between 1950 and 1970 service employment expanded rapidly both locally and nationally. New York City service employment experienced an increase of over 50 percent, while nationally, service employment rose by more than twice the local growth rate. While these growth trends continued on the national level well into the 1970's, local service employment registered a decline in the period between 1973 and 1975. 20,000 service jobs were lost in the City -- a decline of 2.4 percent from 789.9 thousand jobs in 1973 to 771.0 thousand in 1975. The majority of losses occurred in the business service sector (down 9,000 jobs) and in educational services (down nearly 4,000 jobs).* The decline in business services reflected the general slump in business activity, while private school closings and staff reductions contributed to the loss in educational service jobs. At the same time, however, the medical and health services field continued to add jobs with employment increasing by 11,000 jobs to an annual average of 185.6 thousand in 1975.

As support activities, many service businesses are particularly vulnerable to changes in the state of the economy. However, as general business activity picks up, employment gains are projected, particularly in the business services area. In their most recent (May 1976) Annual Planning Report, the New York State Department of Labor estimated that the service sector would add about 37,000 jobs by the end of FY 1977, increasing total employment to 809,000 jobs -- a 5 percent increase over calendar year 1975 totals.

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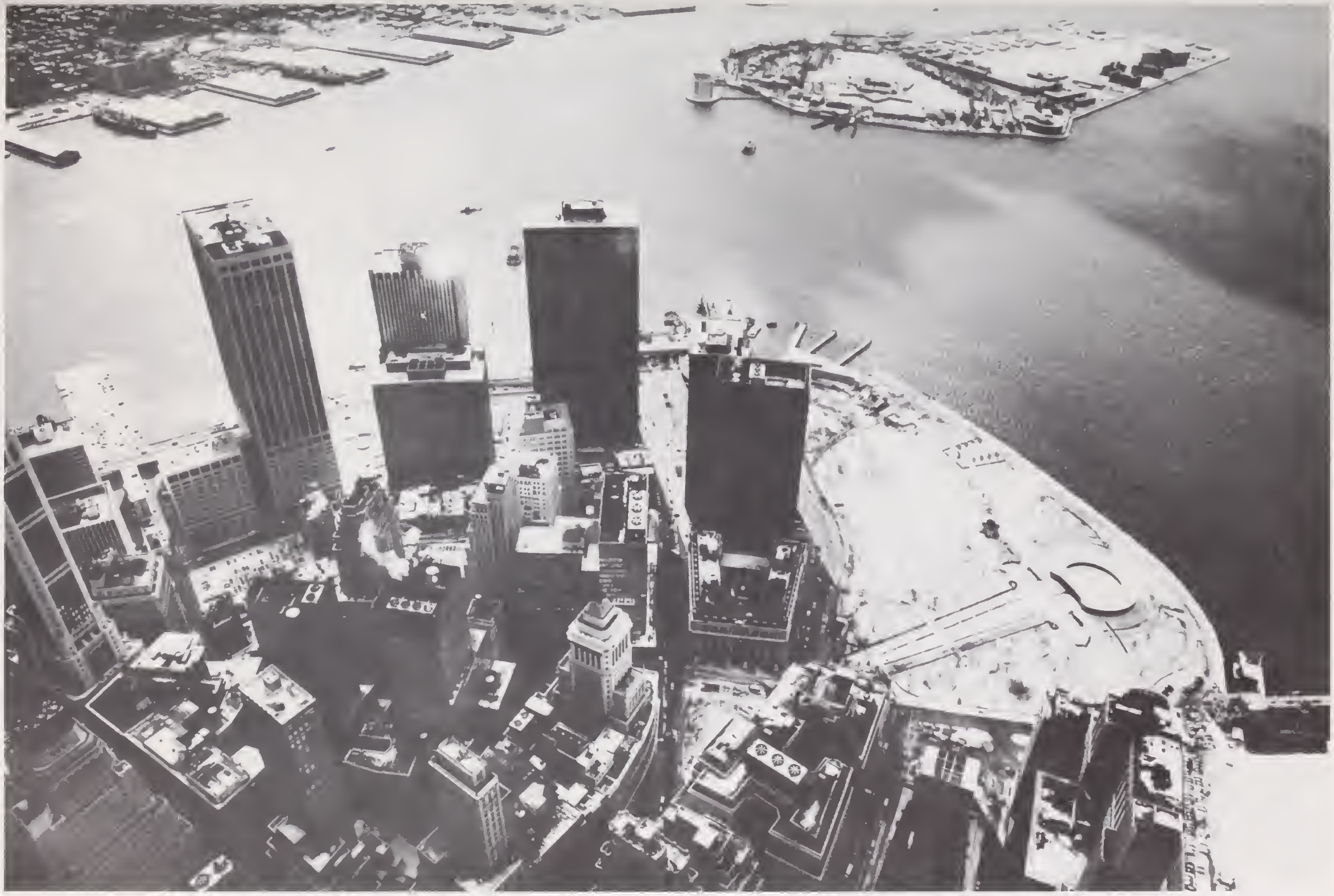
*Note: These figures, from the New York State Department of Labor, do not include public education employment.



Wall Street and Battery Park cover the landfill-created parcels edging New York Harbor. The dynamism of the financial and service sectors in the sixties forced an explosion of net rentable office space: 38 million square feet in 48 new buildings constructed in Downtown Manhattan (alone) between 1960 and 1975.

The health industry in New York City employs approximately 270,00 persons in a wide cross-section of specialties.

7. The High Services

Chief among the clusters of interrelated, cross-sectoral activities which characterize the urban economy are the "high" services. Their activities are highly specialized. They employ a large proportion of highly educated professional and technical personnel.

The specialities which constitute the high services include portions of the finance industry, professional services, research and education, advertising and public relations, and portions of the communications sector. It is estimated that over one-half million jobs -- one-sixth of the City's job base -- are provided by the high services, although that number varies according to definition of the components of the cluster. There are some 35,000 firms currently classified as contributors of high services. By far the largest number of employees are in the finance-related subsectors, the securities industry, and the real estate subsector. Advertising and business consulting services also provide large numbers of jobs.

The structure of the high services sector is extremely varied. In banking, finance and securities a few large firms provide the bulk of employment. In other subsectors, such as realty and legal services there are thousands of small firms, and average employment per firm is less than ten persons.*

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*Many of the firms in these categories are not strictly speaking high services firms, because they deal with individual clients, but available data do not permit a count of number of firms or total employment in the specialized enterprises alone.

HOUSING NEEDS AND CONDITIONS

Housing construction and supply needs and conditions have fluctuated sharply through the years in the City. However, the problems of property deterioration, sharply rising maintenance costs and abandonment which jeopardize shelter for large groups of people, have rarely been so dramatic as today. A recent study estimates there are over one million units in New York in need of substantial rehabilitation. Dilapidation of rental units rose by 123% from 1960 to 1970. Financing new construction is virtually impossible except for luxury units. Federal assistance is the primary source of funds for rehabilitation, of mortgage insurance to guarantee the private loans still available, and of grants for housing for the elderly. The statistical profile of the City's housing needs (next two pages) indicates the reliance on the sole existing reservoir of funds for low- and moderate-income people, the Community Development Block Grants.

A. Construction Trends in Housing

Private Construction

The peaks in private construction in The Bronx, Brooklyn and Queens came during the 1920's, when the City's drive to extend subway service to vast areas of previously vacant land, plus an aggressive tax-abatement program, created favorable market conditions for the private housing construction industry. The industry's steep decline in the 1930's and 1940's reflected the Depression and World War II. What caused the graph to shoot upwards in the late 1940's and early 1950's was a build-up in family savings and new liberal Federal mortgage insurance. There was an irregular spurt in private apartment construction during the early 1960's as builders hurried to build under old regulations before the change in the City's Zoning Ordinance took effect. In Staten Island, private construction was spurred by completion of the Verrazano-Narrows Bridge in 1964 which, together with substantial highway construction, opened up areas not previously accessible. In much the same way, the subways opened Queens in the 1920's.

Public Construction

When one looks at public-housing construction, reasons for fluctuations are tied directly to Federal policies and to the refusal of voters to approve New York State bond issues for public housing in referenda. The substantial increase in publicly-aided housing construction (for middle- and moderate-income households) that began in the late 1950's follows directly from the passage of the New York State Mitchell-Lama Law in 1956, and the Federal 221(d)(3) and 236 programs in 1961 and 1968.

MONDAY, MAY 9, 1977 THE CITY RECORD

STATEMENT OF NEEDS

HOUSING (A1-4)

Too many New Yorkers live in unsatisfactory housing at a cost greater than they can afford. According to the 1970 Census, 250,000 households live in overcrowded quarters, 170,000 households rent units which are dilapidated or lack plumbing facilities, and 750,000 households pay more than 25 per cent of their income for rent.

Most of the city's households live in rental units in multiple dwellings. Nearly 60 per cent of these multiple dwellings were built prior to 1929, and, of those built before 1929 more than half are Old Law tenements built before 1901. As the city's housing stock ages, it becomes increasingly expensive to maintain its conditions: many families are forced to live in inadequate circumstances.

While the supply of older housing is being diminished by time and insufficient maintenance, the production of new housing is suffering the effects of a ravaged economy. Between 1973 and 1976, for example, housing starts in the city decreased from 36,000 units to 6,000 units. It is estimated that cityowned sites could be developed for construction of more than 36,000 dwelling units, if financing were available. Nearly 50,000 more units are in planning for new construction sites that have not been acquired.

In this atmosphere of economic recession and diminishing housing resources, the private sector is often unable to maintain its housing investments. As a result of tax forecloseure the City now owns more than 5,500 buildings containing some 83,000 apartments. An additional 23 buildings are in City receivership. In 1976, 3,000 buildings in the City were foreclosed by the FHA, which continues to recoup buildings at the rate of 70 a month. As might be expected those units acquired by the City as a result of tax delinquency or foreclosure proceedings are in poor condition, suffering the effects of deferred maintenance if not outright neglect.

The failure of the private sector to keep pace with the city's housing need is further evidenced by the nearly 110,000 emergency repairs undertaken by the City in the past four years to provide adequate heating and water and to correct other systems failures. In 1976, 2,267 residential structures were declared unsafe by the Department of Buildings. It is estimated that in New York City there are over a million units of housing needing substantial rehabilitation. These symptoms of housing decline demonstrate why the City must shore up the efforts of the private sector to meet housing needs.

LOW INCOME HOUSEHOLDS (A9, 10)

According to the 1970 census, 1,165,000 people or 15 per cent of the city's population were living in poverty. With the deterioration of the city's economy, this figure is probably substantially higher now.

Analysis of the city's median income by census tract demonstrates that vast areas of the city have households that would qualify for HUD Section 8 housing assistance. These areas of low and moderate income residents are found in parts of all five boroughs, but tend to be concentrated in the city's older neighborhoods.

The city's low income population is most heavily concentrated in the Model Cities Areas and in areas designated by the Council Against Poverty. These are the city's most physically deteriorated areas and have the most pressing social needs. Rates of fire, disease, infant mortality, crime, juvenile delinquency, drug-related deaths and high school dropouts are consistently and substantially higher in the poverty areas.

There is severe unemployment in these areas, far in excess of that found elsewhere in the City. Central Brooklyn's unemployment rate was estimated in 1974 at 18 per cent; the unemployment rate in the South Bronx was estimated at 17.5 per cent, and, the estimated rate for Harlem-East Harlem was 16.7 per cent. Even more alarming is the rate of unemployment in these areas for persons 16-21 years of age. Youth unemployment ranges from 46.3 per cent in Central Brooklyn to 53.2 per cent in Harlem-East Harlem to 57.5 per cent in the South Bronx. Such unemployment rates amount to social devastation and personal disaster for this population.

The government response to these myriad needs must be to generate employment, to provide necessary physical improvements, and to provide the services needed for a decent life in these areas.

Source: CD III plan, p. 8

Table I.10
Housing Conditions and Number of Units: New York City

NYC TABLE 2
ESTIMATED NUMBER OF RENTER OCCUPIED SUBSTANDARD UNITS, NEW YORK CITY, 1970

(1)	Total renter occupied units	2,167,790
(2)	lacking some or all plumbing facilities	71,014
(3)	Total dilapidated renter occupied units	106,200
(4)	lacking some or all plumbing facilities	7,000
(5)	Renter occupied, not dilapidated, lacking some or all plumbing facilities (line 2 — line 4)	64,014
(6)	Total renter occupied substandard units (line 5 + line 3)	170,214

Note: This table is based upon data obtained from a sample survey and does not necessarily agree with other census data.

Source: Prepared by N.Y.C. Department of City Planning based on data from U.S. Bureau of the Census, Components of Inventory Change, 1970; U.S. Bureau of the Census Metropolitan Housing Characteristics, 1970.

NYC TABLE 3
HOUSING UNITS BY PLUMBING FACILITIES, TENURE AND RACE, NEW YORK CITY AND BOROUGH, 1970

Plumbing Facilities, Tenure and Race	New York City	Bronx	Brooklyn	Manhattan	Queens	Richmond
Total Housing Units	2,917,521	508,640	902,186	714,378	703,071	89,236
Total With Plumbing Per cent of Total	97%	99%	98%	94%	99%	99%
Total Lacking Some or All Plumbing Facilities	83,793	6,838	21,650	44,669	9,336	1,300
Per cent of Total	3%	1%	2%	6%	1%	1%
Owner Occupied	7,342	705	2,650	757	2,827	403
White	5,916	560	2,060	514	2,389	393
Black	1,426	145	590	243	438	10
Renter Occupied	71,014	5,750	17,229	41,233	6,048	754
White	48,927	4,099	11,352	27,597	5,196	683
Black	22,087	1,651	5,877	13,636	852	71

Source: U.S. Census 1970, Census Tracts.

NYC TABLE 4
HOUSING UNITS BY CONDITION AND TENURE 1960 AND 1970 NEW YORK CITY

Condition and Tenure	1960	1970	Per cent Change (1960 to 1970)
Total Housing Units	2,758,600	2,922,700	+ 6%
Not Dilapidated	2,704,300	2,801,900	+ 4%
Dilapidated	54,300	120.800	+122%
Owner Occupied Units	611,100	726,300	+ 19%
Not Dilapidated	608,200	724,500	+ 19%
Dilapidated	3,000	1,800	— 40%
Renter Occupied Units	2,031.500	2,105,700	+ 4%
Not Dilapidated	1,983,900	1,999,400	+ 1%
Dilapidated	47.700	106,200	+123%

Note: (1) Figures do not always add to totals due to rounding.
(2) See Appendix—for an elaboration of inconsistencies between tables.

Source U.S. Census 1970 "Components of Inventory Change"

Source: Ibid; p.15

Slightly more than 20,000 housing units a year were completed in New York City in 1972, 1973 and 1974. While this was less than the City's average post-war performance of 30,000 units a year, it was an improvement over the severe dip in housing completions in the late 1960's. However, during 1975 and 1976 publicly-aided and private housing starts declined sharply from previous levels. This was due to a variety of causes, of which the most significant was the 1972 moratorium on federal funds for public housing construction.

The importance of government programs is shown by the fact that some 55 percent of the housing units completed during 1973 and 1974 were built with direct public assistance, compared with only 40 percent since 1960. As development costs and interest rates have risen, the production of publicly-aided housing, including Mitchell-Lama, has become increasingly dependent on Federal subsidies.

B. Community Development Program

From the perspective of the Community Development Block Grants program, New York City's needs for comprehensive housing planning have led to creation of a framework for meeting certain urgent physical and social needs. Housing and Neighborhood Stabilization needs and objectives have been itemized and quantified in each of the three annual submissions for CD assistance since 1974. A recent analysis of Federal fund assistance completed by the City's Temporary Commission on City Finances (May 1977) revealed that New York City gets only 3.7 percent of Federal community development aid -- the one figure that the finance commission spokesman called "outrageously below what the City should be receiving."[4] The subsidy contrasts with these other baseline data about the City:

> It raises 8.2 percent of all the local taxes raised in the country, has 7.5 percent of thenation's recipients of aid to dependent children, generates 4.7 percent of the nation's personal income and contains 3.6 percent of the nation's population.

With the minimal resources available to money-strained New York, CD aid is more vital than ever. Yet it bars allocation to such fundamental needs as new housing construction and the operation and maintenance of public facilities.

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[4] New York Times, May 29, 1977, page 26.

TRANSPORTATION CONDITIONS AND NEEDS[5]

A. Introduction: A Public Transit City

Compared to America's famous love affair with autos, New Yorkers' loyalty to (or dependence on) their century-old mass transit system is unique. With about four percent of the nation's population, New York City provides one-third of urban mass transit patronage and 70% of all urban rail ridership in the country. The average annual passenger volume on all branches of the system (subways, buses and Staten Island ferries) is estimated at two billion riders. New York City not only ranked first in the nation in journeys-to-work made on public transit (56%): it was the only city in which more than half the work trips were made on public conveyances. This reliance on energy-conserving public transportation is striking, especially in view of such major problems as steep patronage losses, complaints about service cuts, maintenance deterioration attributable in part to work-force cutbacks mandated by the City's fiscal crisis, and a mammoth operating deficit tied to rising costs.

The scope and magnitude of the City's transportation web are equally awesome. The New York City Transit Authority (TA) has jurisdiction over 232 route-miles of rail transit, of which 137 miles are underground 72 are elevated and 23 are open-cut or surface. Staten Islanders are served by the remaining 14 miles of track, the property of the Staten Island Rapid Transit (SIRT). In the opening sentences of Transportation: Policy and Programs (1975), the current policy guidelines issued by the Mayor's Policy Committee, appears this estimate of underground transit:

> Even those New Yorkers who never use public transportation live in a city shaped primarily by subways. Subways are the bedrock of the City economy. They make our unparalleled density possible and support 2.1 million jobs in our central business district, our $16 billion retail industry, parks, our clustered skyscrapers. Without our ability to move millions of customers and workers underground, the City as we know it could not exist. Our mass transit network of subways, buses and commuter trains, which serves 6.4 million revenue passengers each day, is by far the largest in the country.[6]

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[5] Material in this section is extracted from the draft Comprehensive Transportation Plan for New York City (1977-78), prepared jointly by the Transportation Administration and DCP in the past two years.

[6] A report of the Mayor's policy Committee to Mayor Abraham D. Beame. City of New York. March 20, 1975. NYC/DCP 75-07. The TA defines a revenue passenger as one who takes a one-way one-fare trip.

Streets and Highways

Yet, for all the magnitude of mass transit, 60% of all daily person-trips are made in vehicles traveling New York City's 6,200 miles of streets and highways; the remaining 40% are by rail transit. The TA and its subsidiary, the Manhattan and Bronx Surface Transit Operating Authority (MABSTOA) operate more than 4,500 buses, carry over 700 million passengers a year and maintain some 200 routes extending 1000 line miles. The road network, which includes 200 miles of limited-access highways and 1,600 miles of arterial streets, occupies approximately 30% of the City's total land area. This ratio roughly equals land used for residential purposes.

Three agencies operate the water-crossings linking the five boroughs in this water-bound metropolis: the N.Y.S. Department of Transportation, which controls 52 waterway bridges; the Triborough Bridge and Tunnel Authority, eight bridges and tunnels; and the Port Authority of New York and New Jersey, six interstate bridges and tunnels. Most of the goods moved throughout the City are carried by trucks, adding significantly to the vehicular congestion that plagues the central business district, especially during peak hours.

The draft comprehensive transportation plan recognizes the following hierarchy of modes as constituting the full system:

1. Public transportation, including rail transit, local and express buses and para-transit (small buses).
2. Street and highways, together with accessory structures.
3. Pedestrian facilities.
4. Bicycle facilities.
5. Goods movement.
6. Marine and aviation facilities.

Preparation of the plan is a response to federal regulations governing the responsibilities of recipients of federal funding. For example, the Department of Transportation (DOT), in its October 17, 1975 regulations, directs each urbanized area that receives federal capital or operating funds to:

> have a continuing, cooperative, and comprehensive transportation planning process that results in plans and programs consistent with the comprehensively planned development of the urbanized area.

This is a clear call to ensure coordination of HUD 701 planning and transportation planning. Since central responsibility for transportation planning rests with Tri-State Regional Planning Commission, which the federal government has designated as the official metropolitan planning body, a series of reviews and joint plan development, culminating in the A-95 process, help foster coordination of the sub-regional transportation programs. Details of goals, planning objectives, costs and projects are specified in such documents as DCP's quarterly progress reports on the Sub-Regional Continuing Planning Program[7], the draft annual work program for 1977-78[8] and the joint draft comprehensive plan. Tri-State, which has delegated local transportation planning to cities and counties, has produced a regional guide on policies and objectives,[9] with which the sub-regional programs are expected to conform.

B. Transportation Planning Needs

1. Subway, Surface Rail and Buses

To attain its primary goal--the maintenance of an effective public transit system--New York City must plan strategies for resolving these problems:

a. Large areas of Queens, Staten Island, the outer Bronx and Brooklyn are still inadequately served by public transit. Though the City has recently established long-haul express service to some of these areas and is conducting studies to pinpoint needs and strategies for other localities, persisting problems include: lack of rail service, sporadic Add-a-ride (transfer) arrangements among different modes, and bus routes mismated with prevailing population and activity centers.

b. The five-year plan for rehabilitating and modernizing rolling stock and facilities by 1981 will cost more than $3 billion.

c. Of this, two-thirds will have to come from federal grants-in-aid; throughout the nation, other cities will be vying for these funds.

d. Fares have risen from $.15 in 1966 to $.50 in 1976, more than a three-fold increase, but still far short of enabling the system to reach pay-as-you-go solvency.

e. The gap between annual operating revenues and expenditures now exceeds $300 million a year. UMTA Section Operating Subsidies are needed to cover some $88 million per year in operation cost over the next five years. Among the key factors were:

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[7] Project No.IT-09-0037/58/69/PL-1 TS-L411. Besides DCP and TAD, other participating agencies include Tri-State RPC, U.S. Department of Transportation, Urban Mass Transportation Administration. Federal Highway Administration and New York State Department of Transportation.

[8] Memorandum to David D. Ruby, Tri-State, from Richard A. Chudd,DCP, 4/14/77

[9] Maintaining Mobility: The Plan and Program for Regional Transportation through 2000. Tri-State Regional Planning Commission. Second Edition. Nov.1976

(1) Electricity costs for the transit system have more than doubled, going from 1.39 cents per kilowatt hour in 1966 to 3.28 cents in 1974; in October 1977, when the TA will get all its power from PASNY, this rate will rise only slightly to 3.6 cents. (This assumes the Astoria plant will be on line.);

(2) Inflation has painfully raised maintenance and equipment-replacement costs;

(3) Transit Authority wages, low during the 1950's and 1960's in comparison to wages in similar industries, have since caught up. In 1973-1974 the average transit wage was $13,625 a year while the average in the gas, electricity and sanitary services industries was $13,470. While wages in the City's manufacturing industry rose only 40% between 1966 and 1972, transit wages more than doubled during the same period.[10]

f. The quality of service has been slashed. Greater headways, dirtier conditions, fewer bus routes, a shrinking work force have contributed to declining ridership.

g. Elderly, handicapped and other underserved population groups require para-transit (jitney) service, experimental vehicles such as the new "kneeling buses" and other aids.

h. The Staten Island Rapid Transit (SIRT) line is planning a $13 million improvement program. Further, the City is seeking about $25 million from the federal government to buy new buses for lease to local private operators.

Additional fund resources for mass transit are indispensable, if the City is to survive as an economic, cultural, recreational, institutional and residential organism. Admittedly, inadequate subsidies are only one facet of the decline in mass transit service. Other influences have been increasing auto ownership, unemployment, shifting residential patterns and national priorities which endowed highways while starving mass transportation. The deep perplexing energy shortage has restored value to public transit which Congress is beginning to recognize by raising appropriations. One measure of mass transit as an economic consumer of energy is this: the City's per capita energy consumption related to transportation is only 38.2 million BTU's per year. This compares to a national average of 81.2 million BTU's annually.

2. Streets and Highways

Forty-six percent of the City's traffic moves on limited access highways. To preserve and improve existing roadways and structures, New York City will need almost $1 billion between 1977 and 1983. Among the major needs to be resolved are these:

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[10] Transportation: Policy and Programs. Op. Cit. p. 6.

a. Full replacement of the collapsed and partially disused West Side Highway, south of 42nd Street with the new Westway. Before the segment at Ganesvoort Street broke through a few years ago, carrying two trucks to the 12th Avenue pavement 20 feet below, this limited-access roadway served 115,000 cars daily. Many of these now jam local streets or compete with pierside vehicles, including towaway cars and buses stored on piers.

b. Reconstruction of the deteriorating West Side Highway from 42nd Street to 72nd Street. Action is needed to alleviate community suspicions that Henry Hudson Parkway, the extension of the Highway north of 72nd to the George Washington Bridge, is to be integrated into the interstate highway system and the adjacent parkland violated. The City is seeking an amendment in the State Legislature to exclude the Parkway from the interstate net.

c. To open access to the Stapleton waterfront and residential areas in Staten Island, approval is needed of the location of the proposed North Shore Drive connecting the Staten Island Expressway with St. George, site of the ferry terminal.

d. The residents of the Hunts Point Peninsula, the Bronx, are in frequent conflict with heavy industrial traffic. Traffic planners believe a revision of the existing Bruckner-Sheridan interchange is needed to solve this and two other related problems: better access to the developing Hunts Point produce market and food distribution center; regional bottleneck affecting north-south traffic between the New England Thruway and the Cross-Bronx Expressway. Up to $25 million is the estimated cost.

e. Because of the merging of three lanes into two, the Brooklyn-Queens Expressway, southbound between Atlantic Avenue and the Battery Tunnel, is constantly congested.

f. Given federal funds, the City wants to improve the safety and efficiency of expressway traffic flow through such highway management techniques as: a surveillance and control system for the Van Wyck Corridor leading to J.F. Kennedy Airport; controlled ramps to limited-access highways, with flow regulated by automatic traffic signals and variable message signs; a towing program to permit continuous patrolling for the removal of disabled vehicles; reserved expressway lanes; implementation of an on-going Ramp Metering and Highway Management Study; safety measures such as better lighting and "New Jersey"-type barriers made of concrete and installed in expressway medians. To date the City has computerized (via telephone lines) 1500 intersections on arterial streets, which has reduced peak-hour travel times. The City needs a source of matching funds to underwrite the short-term addition of 3,700 locations and to computerize a total of 7,500 intersections eventually.

3. Pedestrian Movement

The need for safe, efficient, pleasant areas for pedestrian flows is essential at any scale; in densely populated cities, this need becomes crucial in such commercial centers as Midtown Manhattan, Downtown Brooklyn and Jamaica Center. Pedestrian foci tend to fall into four main categories: historic preservation, energy conservation, economic revitalization and environmental quality.

Objectives of the pending proposals for malls vary from place to place. Brooklyn's Fulton Mall defines these as follows:

a. To improve circulation by upgrading the mass transit system and by segregating conflicting users: pedestrians, autos, trucks and buses.

b. To strengthen the retail core and to stimulate ancillary activities, such as restaurants and sites for cultural events.

c. To enable pedestrians to stroll through Downtown Brooklyn, enjoying the shops and street life.

In Lower Manhattan, on the other hand, malls relate to the commercial revitalization of Nassau Street and the optimization of the waterfront as an open space recreation resources. An earlier treatment in this vicinity was the Greenwich Street Special Zoning District. Its objectives were: strengthening the downtown business center, increasing open space, upgrading pedestrian circulation, multiplying shopping opportunities and coordinating planned developments through various means.

4. Urban Goods Movement

In 1975 an estimated 25,000 trucks averaged more than 250,000 trips a day in the CBD. The garment center alone, a vital strand in the local economy despite heavy job losses, generated 7,692 tons of freight daily, carried exclusively by trucks. For all their environmental liabilities (noise, congestion, pollution), trucks play a leading role in the city's transportation scene. Important as is this movement of goods to the economic operations of the city, problems of street congestion continue to baffle planners, businessmen and traffic police. Recent studies have not yet yielded a much desired comprehensive plan for integrated goods movement.

5. Bikeways

The Bicycle Institute of America reports that more bikes than autos were sold in 1972; that same year showed a 30 percent increase in sales over 1971. The popularity of bicycles has been attributed to several virtues: they increase users' physical fitness, are non-polluting, are inexpensive to operate and store, and provide dor-to-door transportation for short trips.

New Yorkers can choose among 37 existing bikeways, ranging from a quarter-mile in length to the 11.6 mile Shore Parkway bikeway stretching from 69th Street to Bay Parkway and Plum Beach to Cross Bay Boulevard. The City proposes to extend this aggregated total of 65 miles of bikeways, which was constructed before 1970 at a cost of $1.3 million, and to develop standards and guidelines for the three classes of bikeways designated by federal programs. Where possible, a bike lane will be segregated within a federally funded new or reconstructed roadway. Parks will continue to be favored as the setting for this type of transportation.

ENERGY NEEDS AND ASSUMPTIONS

A. Overview

Because of its high dependence on costly low-sulfur foreign oil, New York City has been heavily burdened by the increasing cost of OPEC oil. The city already is conserving: per capital consumption is only 55% as much as the national average. For this reason it is more difficult to soften the impact of rising prices and of supply shortages, such as the 1973-74 OPEC oil embargo and the 1976-7 natural gas shortage.[1] The estimated overall consumption and costs of fuel for 1976 are listed in the table below.

TABLE I.11

NEW YORK CITY ENERGY CONSUMPTION AND COST TO CONSUMER
ESTIMATES - 1976

Energy Source	Consumption	Cost to Consumer
Electricity (Con Edison)	26 Billion Kilowatt hours	$1.6 billion
Residual Fuel Oil (#6)	65 Million Barrels (not including Con Edison)	$1.04 billion
Distillate Fuel Oil (#2)	23 Million Barrels (not including Con Edison)	$0.39 billion
Gas*	194 Billion Cubic Feet	$0.046 billion
New York Steam (Con Ed)	34.6 Billion Pounds	$0.194 billion
Gasoline	23 Million Barrels	$0.63 billion
Diesel Fuel	4 Million Barrels	$0.18 billion
TOTAL COST OF ENERGY TO CONSUMERS		$4.08 billion

*Reflects a 19% curtailment in overall consumption since 1973.

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[1] For supporting data on the city's situation just before and after the embargo, see the Appendix, "New York City Energy Facts" and the NYC Metropolitan Energy Conference Summary Proceeding available from DCP.

As part of the City's long range planning for economic recovery, the Department of City Planning prepared the energy section of the New York City Economic Recovery Program for 1977-81, in conjunction with the Mayor's Office and the city's economic agencies. The following extract from that report summarizes existing issues.[2]

With reference to costs, owners of a one- or two-family house in New York City paid an average of $43.48 per 100 gallons of Number 2 oil in July 1976 compared with a nationwide average of $41.31.[3] The heavier Number 6 oil used for space heating in the City's apartment buildings and large commercial and industrial facilities currently costs approximately $.33 to $.34 per gallon in New York. This is up from $.11 in 1973 in New York.

With respect to electricity, New York City residents paid an average of $.08 per kilowatt hour during 1975 compared with a nationwide average of $.05.[4] The City's commercial tenants in 1975 paid an average of $.09 per kilowatt hour for electricity compared with an average $.04 nationally.[5]

The average industrial consumer in the City paid an average of $.08 per kilowatt hour during 1975 compared with an average $.02 to $.03 nationally.[6] City costs rose 50 percent between September 1973 and June 1975.

B. Research Assumptions

Although initially the increases in energy cost did not seem serious in the short-term, New York City's Department of City Planning began to examine these during the early summer of 1973. The catalyst was the Planning Commission's then-current determination to ban electric space heating in the southern half of Manhattan, where steam service was available.

Initial assumptions guiding the City's energy research were:

- The energy crisis is symptomatic of a long-term energy problem and its solutions will be long-term.
- There are important short-term steps which can be taken to ameliorate the worst effects of the energy problem and to buy time to develop more permanent solutions.

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[2] This report is a modified version of the City's five-year plan, issued December 1976 under the title "Economic Recovery: New York City's Program for 1977-1981." Abraham D. Beame, Mayor.

[3] Information received in a telephone conversation with U.S. Department of Labor Bureau of Labor Statistics.

[4] Federal Power Commission, Bureau of Power, Typical Electrical Bills 1975, January 1, 1976, p. xi and p. 85.

[5] Ibid., p. xxiii and p. 147.

[6] Ibid., p. xxviii and p. 166.

- The interdisciplinary nature of the energy problem and its efforts require that all affected agencies of a government work together.
- Each government level--city, state and federal--can help in certain areas and not in others, but their complementary actions are necessary if solutions are to be achieved.
- New York City and the surrounding cities and suburbs are energy interdependent, closely tied together by their work, residence, recreation, transportation, and fuel distribution patterns.

C. Social, Economic and Environmental Impacts

How to reduce the adverse impacts of the energy problem on city businesses, the poor and the environment was the goal. As a follow-up to two energy and economic development seminars (1974), New York City worked with the National Council for Urban Economic Development and the Federal Economic Development Administration to develop measures to reduce energy costs to local businesses. The group studied the impact of rising energy costs on the poor in seven areas--employment, food, clothing, housing, transportation, health, and recreation--and alternative strategies to reduce the impact. The citywide social, economic and environmental impacts of off-shore drilling and other environmental projects were also examined.

Many City businesses are reporting that high energy costs are second only to taxes as an economic burden. Other reports indicate that energy is the third or fourth contributing factor to businesses leaving the City. The results of business shut-down or relocation are large numbers of workers being forced into unemployment and a decreasing tax base in the City. Between 1969 and 1975, New York City job losses in part were due to the national recession, which greatly affected New York. In addition, since late 1973, many dismissals and layoffs were related to the rise in energy costs. Job losses rose from 25,000 in 1973 to 44,000 in 1974 and 169,000 in 1975. Businesses such as Union Carbide, Rheingold and Schaeffer breweries and Vita Food Products have all cited high energy costs among the primary reasons for recent relocation outside of New York City.[7]

When this happens, the sales of the City's utilities decline and higher rates are sought to cover the lost income, beginning a dangerous cycle. Because of this cycle, the New York State Public Service Commission has stated that the future of Con Edison, the City's primary utility, is "inextricably" tied to the City's economy.

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[7] John Yulo, "An Analysis of Private Sector Employment Trends and Energy Costs in New York City, 1960-1975," Unpublished paper, 31 May 1976. Appendix, Table 12. The four companies are: Union Carbide, Vita Food Products, Rheingold Brewery and Schaeffer Brewery.

In addition, just as Con Edison must meet fixed costs, the City government depends on taxes from these same businesses to provide essential services. As businesses relocate, the City's tax base declines, shifting a greater burden on the remaining firms.

IDENTIFICATION OF OPEN SPACE NEEDS

The New York City park system is composed of 26, 154 acres that include 1,436 facilities, 225 neighborhood parks scattered throughout the five boroughs, 154 community district parks, 45 multi-community parks and 26 city-wide parks.

New York City's greatest need is preservation of parkland from physical deterioration. Both capital and expense budget funds allocated to the City's park system are inadequate, reflecting greater priorities for economic recovery, transportation, health, welfare and other public needs. One measure of the disparity in assigning resources for outdoor recreation is the following density numbers:

> Based on recent 1975 estimates of the New York City population of 7,615,000, and the current park area of 26,154 acres, for every 291 persons there is one acre of open space. Outdoor recreation space occupies 14 percent of the City's total land area. Of all outdoor recreation land in New York City, the Bronx has 22 percent, Brooklyn 13 percent, Manhattan 9 percent, Queens 38 percent and Staten Island 18 percent. In terms of persons per acre of outdoor recreation space by borough population, the Bronx proportion represents 242 persons per acre (p/a); Brooklyn 112 p/a, Manhattan 623 p/a and Staten Island 71 p/a; and Queens 200 p/a.

Federal assistance for park rehabilitation came from Community Development funds, representing approximately 3 percent of the total amount allocated in 1977-78 under CD III. These funds also went to rehabilitation of scattered sites throughout the five boroughs. Bronx received .495 m., Brooklyn 1.917 m, Manhattan 1.138 m, Queens .793 m, and Staten Island .278 m.

One effort is being made by the Bureau of Outdoor Recreation to evaluate City recreation needs. The mandate for the study comes from the Land and Water Conservation Fund Act of 1965, amendment of September 28, 1976, Section 12: Within one year of the date of enactment (subsequently extended to December 1977), the Secretary is authorized and directed to submit to the Committees on Interior and Insular Affairs of the Senate and House of Representatives a comprehensive review and report on the needs, problems and opportunities associated with urban recreation in highly populated regions, including resources potentially available for meeting such needs. New York City has been working closely with the Philadelphia office of the BOR in presenting its needs and assisting federal staff to meet with various community groups.

ENVIRONMENTAL NEEDS

New York City's physical environment, like that of many other older urban areas, has deteriorated at a quickened pace in recent years. Water pollution prevents the use of the waterfront and waterways for swimming and other recreation at many beaches. It reduces the volume of fish and shellfish catches safe for commercial fishing and distribution and deprives people of free access to one of the great resources of the City: its 578-mile waterfront. Similarly, problems of air pollution and solid waste management raise serious issues for the health of people in and near the city.

Consciousness of the need to conserve the environment and to foster development has spurred Federal, State and municipal government to legislate environmental protection. Over the past decade New York City has created an Environmental Protection Administration charged with the control of chemical and physical pollution of the environment. Various mayors have issued a series of executive orders dealing with pollution control and aiming at a clean urban landscape. Planning towards this goal has involved more than one department in such long-term ventures as the ongoing Section 208 Areawide Wastewater Treatment Management Planning Project.

Gradually, New York City is building a regulatory and administrative structure to deal with its needs and to comply with national and State environmental legislation. In these efforts citizen involvement has played an important role from the earliest stages of planning. Through the city's concerted efforts and the Federal government's project review requirements, environmental planning has begun to influence major decisions by the public and private sectors.

Existing Conditions

The sources of environmental problems in New York City are basically four-fold:

1. Concentration of population. High population density - widespread in the City and in the surrounding region - impacts on land and natural resources while increasing land, water and air pollution.

2. Relative affluence and resultant waste. The City generates the greatest volume of liquid and solid wastes in the nation: over one billion gallons of liquid waste each day and nearly 20,000

tons of solid waste every day. To dispose of this vast quantity, the City must burn, bury and ocean-dump it. Excessive waste loads are over-taxing the City's treatment plants and rapidly exhausting its landfill space. It has required allocation of millions of dollars for new treatment plants (many in construction already) and has intensified the pressure to develop alternative options for treating solid waste within the next eight years.

3. Planned obsolescence and minimal waste recycling and reprocessing. These have depleted natural resources and increased the waste loads.

4. Past errors. Public and private actions pre-dating the age of environmental consciousness spread environmental degradation. The corrective measures are difficult to choose and implement.

Following is a brief analysis of environmental needs by type.

A. Water Quality Needs

The 1972 Amendments to the Federal Water Pollution Control Act (PL 92-500) required New York City and other recipients of Federal grants to meet Federal water quality standards for swimmable and fishable waters by 1983. Other specified water quality levels were also defined in general terms. To plan techniques for reaching these standards, New York City succeeded in obtaining a grant of $8 million in 1975 under Section 208 of PL 92-500. Existing conditions that lowered water quality at the time included these:[1]

1. Municipal wastewater is still flowing into harbor waters without treatment in some parts of Manhattan and Brooklyn because construction is not yet finished on secondary treatment plants capable of handling all dry-weather municipal discharges in the area.

2. Industrial waste discharges carry significant quantities of heavy metals and oils to the harbor waters.

3. Combined sewer overflows and urban runoff from separate storm sewer systems carry high levels of bacteria, viruses, floatable materials, heavy metals and other pollutants to the harbor waters.

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[1] Revised Work Plan for Section 208 Areawide Waste Treatment Management Planning Program. P. 1-1. New York City Environmental Protection Administration. June 18, 1975

4. Thermal pollution from electric power generation affects aquatic life both directly and through increasing the impact of organic pollution.

5. Vessels in the harbor discharge oily wastewaters and sanitary sewage.

6. Possibly significant quantities of oil are reaching the harbor waters from illicit discharges to storm sewers and the land.

7. Blighted waterfront areas contribute floating solid waste debris to the harbor waters and possibly, through transport patterns, to other surrounding areas.

8. Surface runoff from eroded areas contributes silt load to the harbor waters.

9. Leachate from sanitary landfills carries loads of organic pollutants, bacteria and heavy metals to the waterways.

10. Channel dredging and physical alteration of the harbor and adjacent wetlands, for projects such as marginal highway construction, airport runway extensions and refuse landfills have obstructed access to and enjoyment of the harbor waters.

These conditions in past years had degraded water quality to the point at which the City Health Department labeled beaches at Sea Gate/Coney Island and South Beach in Staten Island "not recommended". In 1973 the dissolved oxygen levels in the East River and the Kill Van Kull had fallen below the New York State Department of Environmental Conservation standards. Shellfish beds were closed, to the economic detriment of fisherman and the impoverishment of many people's diets. Tidelands, which are an important habitat for birds and plant species, became environmental liabilities as decomposing pollutants generated odors and upset the ecologic balance.

Flooding is a chronic problem in Queens and Staten Island, where minimal drainage systems demand priority attention. In Staten Island-where protection of natural resources is a deep concern for citizens and planners alike, close coordination is required to mesh drainage system planning and environmental protective measures. Obsolete 6-inch water mains in Manhattan can no longer accommodate water pressure demands; an estimated 10 percent of the infra-structure consists of these 6-inch mains, which break frequently and flood the streets.

To meet Federal regulations for ocean dumpings, New York City must find alternate disposal means for its sewage sludge by 1983. Presently, barges dump the sludge in an area of the New York Bight, in the Atlantic Ocean south of the harbor and 12 miles from the New Jersey shore. No substitute technology has yet been found to handle sludge disposal in an economic way.

B. Coastal Zone Management Needs

Water quality problems lead the list of hazards that spoil the potential value of the waterfront and other shore areas in the coastal zone.

The Hudson River, the Atlantic Ocean and Long Island Sound, all components of New York City's long coastline, are prized for their recreational as well as their economic and ecological values. The same is true of countless inland rivers, streams and other waterways comprising natural resources in the five boroughs. To produce a comprehensive plan for managing the coastal area, the City undertook its current Coastal Zone Management project in 1975. At the outset of the CZM project, New York City acknowledged the interconnection between man's activities on land and on water as the dominant impact on water quality and on the total coastal zone. This linkage generated two problems: how could man enjoy the recreation potential of the coastal areas without damaging their ecology? And how could the economic opportunities of the coastal zone thrive and co-exist with other uses, together with protective measures for natural resources? To answer these questions, New York's coastal planners identified these prime issues or conditions as their starting point:

1. Unplanned and uncontrolled waterfront usage degrades water quality, eliminating many segments of the shoreline for swimming, fishing, boating or other outdoor recreation.

2. Erosion of the coastline, through flooding or man-made abuses, threatens property, watercraft, port and harbor facilities, scenic views, aquatic life and people's enjoyment of natural beauty. Wave actions, tides, currents and wind accelerate the crumbling of unprotected coastal areas.

3. Because competition for waterfront space is regulated unevenly, inequities in allocating use are fairly common. While it is generally believed that incompatible uses hasten deterioration, there is not enough understanding of which uses are compatible, where these should be sited and how these affect the surrounding communities.

4. Toxic discharges from waterside chemical plants, thermal pollution from generating plants and other industrial wastes continue to contaminate commercial and sport fisheries, despite some improvement in recent years.

5. Urban and rural surface run-off carries pollutants into the waters, destroying their aesthetic appeal and usability.

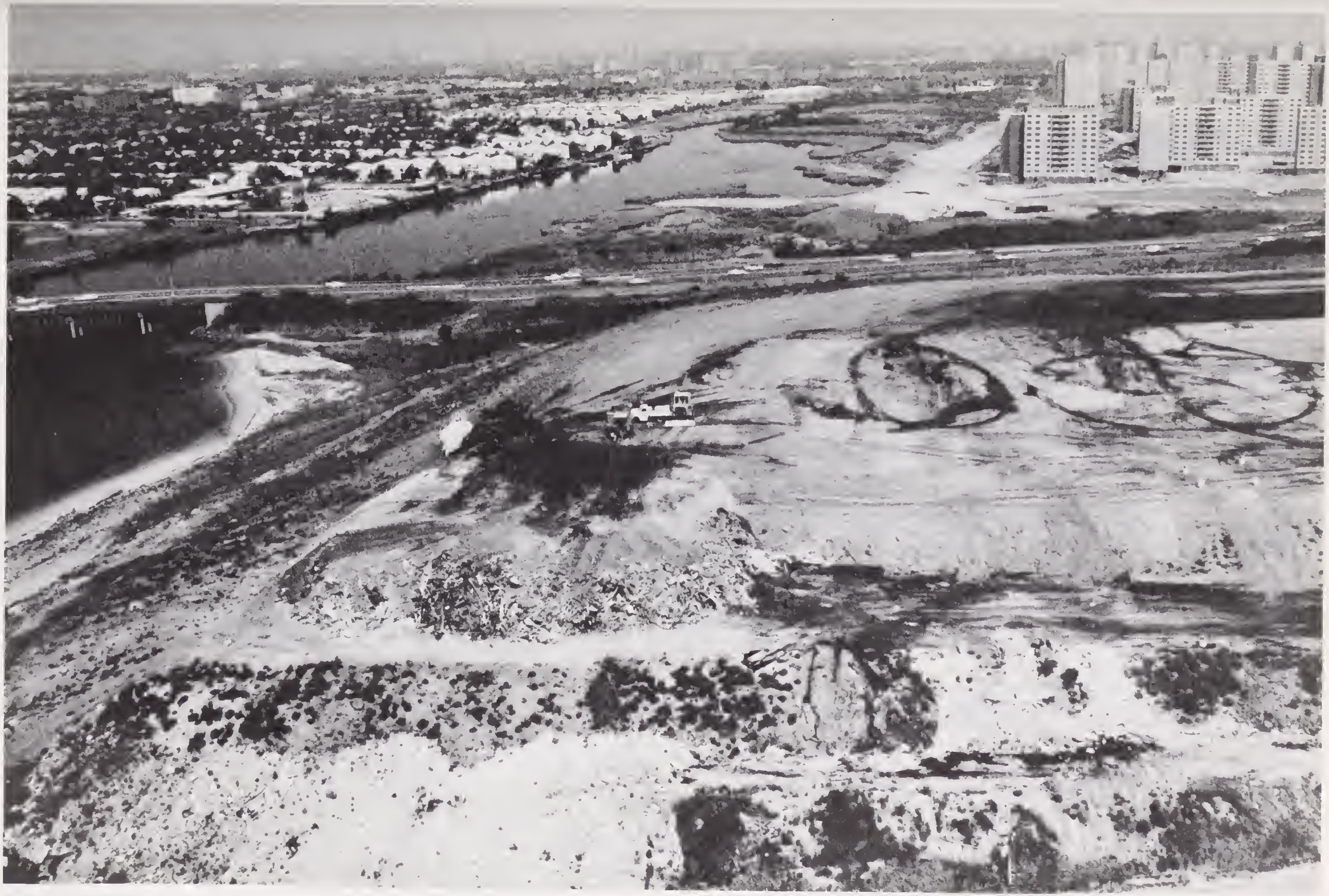
6. Energy facilities planners prefer coastal sites to afford the rich quantities of water needed for cooling. Balanced planning is essential if energy plants are not to pre-empt coastline points desirable for recreation or other uses.

7. New coastal recreation centers -- notably Gateway National Recreation Area on the Atlantic Ocean -- lack public transportation access, The poor, the elderly and the handicapped who most need these opportunities are effectively barred from them at present.

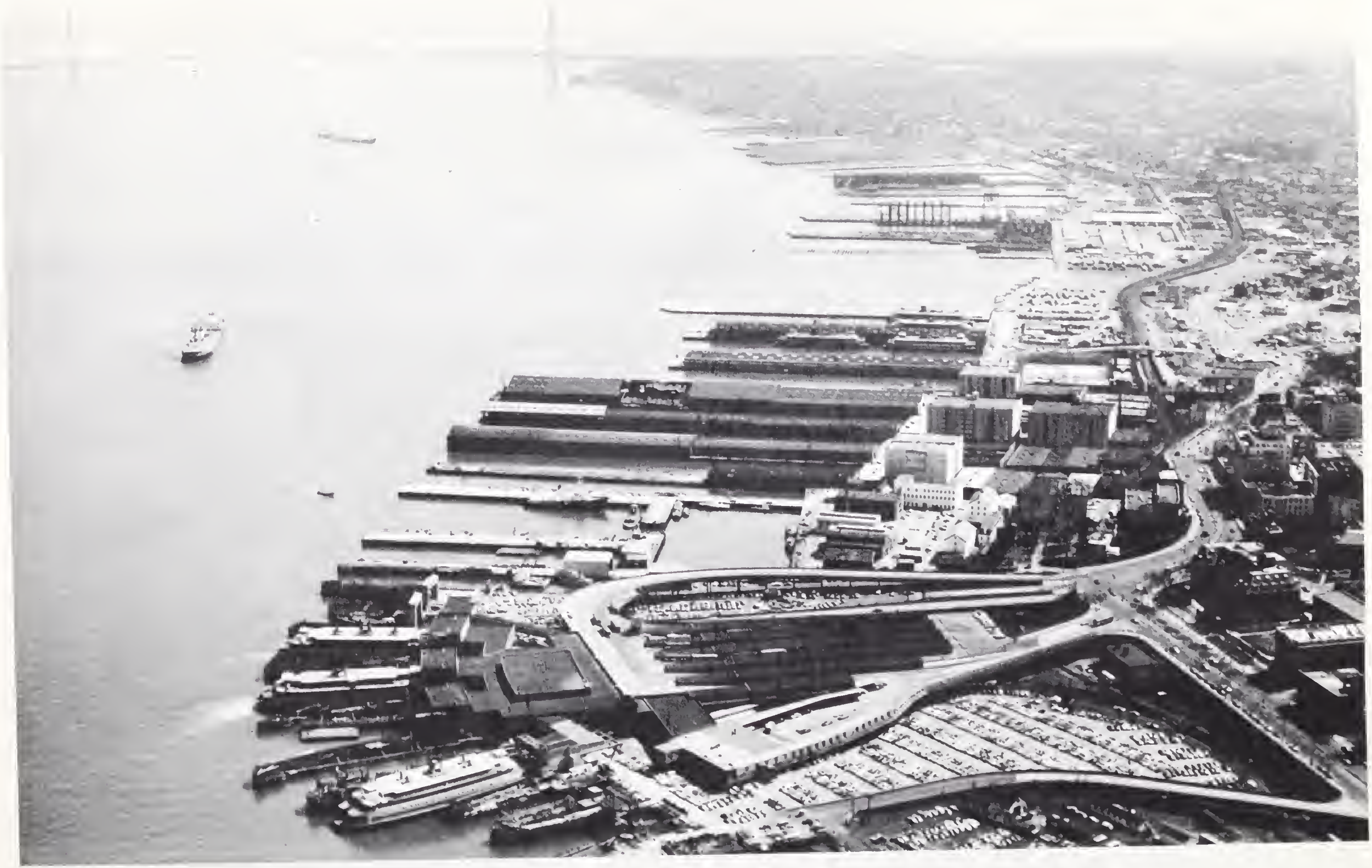
8. Exploration of the Outer Continental Shelf adjoining New York City (specifically, Georges Bank and Baltimore Canyon) is desirable as part of the nation's need to identify new domestic fuel sources. However, off-shore oil drilling requires on-shore support bases. The impact of these extensive shore developments worries residents of adjacent communities, who typically oppose all efforts to plan OCS projects. A related fear of oil spills and their destruction of water quality and aquatic life deepens community antagonism.

C. Solid Waste Management Needs

New York City, like many cities nationwide, is faced with a critical solid waste disposal problem. Since large municipal incinerators without energy recovery are not economically feasible, sanitary landfills have served as an inexpensive and environmentally sound method for disposing of municipal solid waste. Yet landfill space is a finite resource. Current projections indicate that all available landfill space will be exhausted by 1985. At present the City is responsible for the disposal of approximately 20,000 tons of solid waste per day. This amount will hold constant over the next decade, unless two trends accelerate: if education sharpens public awareness of the benefits of source reduction and if federal and State governments act to ban non-returnable containers.



Pennsylvania Avenue Sanitary Landfill, southeast Brooklyn. This rising plateau warns that New York City still must find ways to reduce waste generation and to streamline waste management.



Maritime Zone on North Shore of Staten Island: St. George Ferry Terminal (foreground), Stapleton (center) and Verrazzano Bridge. Area is under study for feasibility as a support base for potential off-shore oil drilling operations.

Yet, despite such efforts, the City will continue to be responsible for refuse disposal. Therefore, the major need is to find a cost-effective and environmentally compatible method for disposal by 1985.

The following table indicates the remaining volumes and projected closing dates of the City's six landfills. (The Idlewild Landfill was closed in 1976.)

Table I.12 Volume Remaining for Landfills as of January 1975

Location	Expectancy	Remaining Volumes (Cubic Yards)	Rate Per Year (Cubic Yards)	Basis
Plant #1 Plant #2 Fresh Kills	1985	50,000,000	4,500,000	Proposed added lift
Brookfield	1977	1,600,000	530,000	Proposed added lift
Fountain Ave.	1985	31,900,000	2,900,000	Adopted added lift
Penn Ave.	1980	5,250,000	875,000	Adopted added lift
Edgemere	1985	2,400,000	220,000	Proposed added lift (Submitted to PRCAA)
Pelham Bay*	1977	470,000		Adopted plan (Ziggurat)
Idlewild+	1976	640,000	1,200,000	Final plan

* This landfill was still active as of April 1976. The expected closing date is uncertain, but approximately one year of capacity remains.

+ Completed in February 1976

Prepared by the NYC Dept. of Sanitation.
Bureau of Waste Disposal

The City presently operates six 1,000-ton-per-day incinerators at various locations. The major problem with incineration is particulate emissions. While current technology is available to reduce these pollutants significantly, the cost of purchasing and maintaining equipment is not competitive with the cost of landfill disposal. Furthermore, massive incineration does not reduce all pollutant emissions, thereby further negating the effectiveness of traditional approaches. Additionally, increased truck traffic to recycling sites creates more air and noise pollution, which could not be borne in certain areas, particularly residential communities.

IDENTIFICATION OF HUMAN SERVICE NEEDS

Introduction

The 7.5 million residents of New York City, like the residents of other areas, require a multiplicity of services and programs. There are 1.4 million youngsters who require elementary and high school education; there are nearly one million aged persons who require a whole gamut of supportive services in the community as well as special institutional programs; there are a million persons who require income maintenance assistance. In addition to the special needs of these and other groups within the population, there are service needs which relate to the entire population such as medical programs and public safety.

These services require facilities such as institutions, other foci of services, and administrative centers. While the amount of land utilized for these purposes is minimal -- institutions offering human services occupy only about three percent of the City's land -- the use is intensive. A major hospital serves thousands of persons per acre per day. The use of a school in many instances exceeds a thousand persons per acre per day. This heavy use of land, which is generated by the many programs and services offered, in turn is a heavy generator of employment and traffic.

Land requirements for human services have been increasing in recent years as a result of the changing concepts in the provision of social service and health programs. Technology has proved valuable, costly and a space-consumer. A major trend has been greater institutionalization. Many areas of the City report a diminution of private physician offices and an increase in the number of clinics, medical care buildings and shared health facilities.

During the last fifteen years, throughout the United States, there has been a major effort to provide living accommodations for people who are unable to live in their own homes; community-based residential facilities are preferred over large institutional settings. This change in social policy and social programming has also occurred in New York City.

Community-based residential facilities have been developed for many different population groupings such as children, youth, elderly, physically and/or emotionally handicapped, mentally retarded, drug abusers and alcoholics, juvenile delinquents and adults convicted of crimes. These residences are known by many different names: small group homes and residences, half-way houses and hostels, therapeutic communities and residential treatment centers. Community residential facilities (CRF's) are now located in every community of New York City, although the distribution of programs varies greatly. The proportion of the total population living in these facilities also varies tremendously.

It is estimated that about 50,000 persons now live in community residential facilities. These figures include CRF's of an institutional character such as nursing homes, health-related facilties and domiciliary care facilities. Current policy mandates that most of these CRF's house no more than 200 residents, but some are larger. As the ultimate scope of the development of CRF's still is to be determined, it is difficult to estimate the total need for this type of program. Eventually, between one and three percent of the population may be housed in these facilities and will become a significant element of every community.

A. Health and related services

1. Medical care

New York City has the greatest concentrations of outstanding medical facilities and specialists of any City in the country. Yet, the health status of many people is below generally accepted norms. Changes are necessary to assure that this high quality medical care is available to all.

There are 120 hospitals in the City, 100 of which are short-term general care units. While the number of facilties has steadily declined over the past twenty-five years, the average size of these facilties has grown from 264 beds to 420 beds. The average size of hospitals nationally is less than 200 beds; the city's facilities are substantial institutions that can provide a large range of services. New York City has more general care hospital beds per capita than does the state or nation. In New York City there are 5.3 general care beds per 1000 population compared to 5.1 beds per 1000 population in New York State and 4.9 beds per 1000 population nationally.

A major problem in New York City is the uneven distribution of these medical care facilities in relation to residential population density. Four boroughs have considerably fewer beds per 1,000 population than the city average of 5.3 per thousand: Bronx, (4.5); Brooklyn, (4.2); Queens, (3.0); and Staten Island, (4.3). Manhattan, however has 11.5 general-care beds per 1,000 population.

The uneven distribution of health service resources applies also to the distribution of physicians. For example, in Manhattan there are 1.15 office-based primary care physicians per 1000 persons while in the Bronx there are 0.36, or less than one-third the number. It is these physicians that people use for most of their routine medical care.

Care of the Elderly

New York City's supply of hospital beds exceeds the state and national level, while the number of long-term care facilities falls short. The 155 skilled nursing facilities, sometimes referred to as nursing homes; the 72 health-related facilities, and the domiciliary care facilities contain almost 52,000 beds. Total long-term care beds in New York City per 1,000 population 65 years and older is 54.5, compared to 58.7 beds in New York State, and 62.3 in the United States. The supply by borough varies considerably. Brooklyn has but 36.2 long-term care beds per 1,000 population 65 years old and older; the Bronx has 72.5; and Staten Island, 149.5 beds.

A number of forces have escalated the facilities available: the increase of the aged population, especially those persons 75 and over; the disappearance of the extended family and other changes in living patterns; the Federal medicare and medicaid program, and the current philosophy to treat mentally ill persons and mental retardees in the community.

There are at present approximately 40,000 nursing-home and health-related facility beds-double the number that existed ten years ago. These figures actually conceal the magnitude of the change which occurred in the period, since many of the beds now in operation were not in existence in 1966. Many others were in use in facilities closed since 1966 because of nonconformity with current standards.

In 1970, however, there were fewer than 3000 beds in Domiciliary Care Facilities for Adults (DCF) in New York City, with a pipeline roughly equaling that number. These facilities were under the supervision of the State Board of Social Welfare while nursing homes and health-related facilities, which served a similar type of population, were under the jurisdiction of the State Department of Health.

In the early 1970's the State Board of Social Welfare had no mandatory or administrative obligation to limit the number of beds in domicilary care for Adults.

Within a relatively short time, there was a sharp rise in the number of beds approved for construction or conversion to use in DCF's for Adults. The same factors influencing the increase in nursing home beds also influenced the increase in DCF's. Also many large old hotels, suffering low occupancy rates, sought to convert to DCF's. In June 1974, the State Board of Welfare took two actions of significance from a land-use point of view. One action limited to 200 the number of beds in any one DCF for Adults. The intent was to prevent the development of large institutional facilities. The second action established a vital criterion of "need" for DCF's for Adults. It was decided that any region with a vacancy rate of 20 percent or more in beds in DCF's for Adults, in operation or approved for construction did not need additional facilities. The "need" rule, however, provided flexibility to encourage homes for special groups and to consider such factors as geographic isolation, innovative programs and replacement needs.

2. Mental Health, Mental Retardation and Addiction Services

Care of the mentally ill and the mentally disabled has a long history of public involvement. Following the exposure of the inadequacy of the county and municipal poor houses, the New York State Care Act of 1890 provided for the assumption of responsibility of such activities by the State. This was considered innovative progressive legislation at that time.

In the early 1950's social, scientific, and other changes caused the New York State legislature to return to the community responsibility for mental health care. The State recognized the need with the passage of the Community Mental Health Services Act of 1954. Consistent with the emphasis on local responsibility, the Federal Community Mental Health Centers and Mental Retardation Facilities Construction Act (Public Law 88-164) was passed in 1963 providing Federal funding of staffing costs during the early stages of facility operation.

It is difficult to estimate the number of mentally ill in a population. Crude approaches often assume that 1.5 percent to 2 percent of the population are seriously enough ill to require in-patient treatment and that overall about 10 percent of the population requires some form of care in connection with mental illness. Need has to be more precisely defined for planning purposes in order to distinguish between need and appropriate siting for in-patient long-term care facilities, in-patient short-term care facilities, supportive residential facilities, out-patient facilities, and day-care centers.

After the passage of the State Community Mental Health Services Act of 1954, the resident population of the large State psychiatric centers declined. In 1968 there were 48,000 New York City residents in State psychiatric centers; today there are only 17,000, two-thirds of whom are in facilities outside the City. Persons formerly residing in the State centers are today living in the community in residence homes for adults, community residences, nursing homes, intermediate care facilities and SRO hotels. This population requires a large network of supportive and back-up services.

An inventory of facilities for mental health purposes appears in the 1977 New York State Plan for Mental Health Services, currently being updated for the 1978 Plan. Capacity, however, is not indicated and the extent of the inadequacy of existing facilities is therefore not evident.

The New York City Department of Mental Health and Mental Retardation Services has prepared estimates of the number of mentally retarded persons in New York City, assuming an incidence of .3 percent - 3.7 percent and using a sliding scale applied to the general population. It is to be noted that the incidence of retardation in poverty areas, estimated at 7 percent - 10 percent, is not reflected in the developm;ent of this formula. Using this approach, it is estimated that over 175,000 people in New York City are retarded, with 155,000 of these mildly retarded; over 10,000, moderately retarded; and over 10,000 severely or profoundly retarded.

Special attention must be given to the retarded population at Willowbrook Development Center. At the end of June 1977, there were 2,427 in-patients at that facility. Under the Willowbrook decree, issued by the Federal Court, these patients must be transferred to the community facilities by 1982.

As residents are relocated from the large State Developmental Centers, it is important to establish both community residences or other appropriate accommodations throughout the city, as well as workshops, training centers and other services.

Addicts and Alcoholics

It is estimated that there are approximately 210,000 active drug addicts and about 400,000 drug abusers in New York City.

At present all the major modalities of treatment are available in New York City. Among these are: residential drug-free, day-care drug-free, out-patient drug-free, methadone-to-abstinence, residential methadone maintenance, ambulatory methadone maintenance, detoxification and prevention. During the past year, however, many programs had to be cut back due to budgetary constraints. All traditional modalities for drug prevention are also in operation in New York City.

Alcoholism is another serious problem in the City as well as the nation. An estimate of alcoholics based on population and cirrhosis deaths, comes up with a figure of 400,000 in New York City in 1975. At that time it was felt that existing treatment facilities could serve only 4 percent of them.

3. Access to Services

While New York has a large number of medical facilities and highly trained medical personnel, they are not always physically or fiscally available. The facilities are not always where the people live or even near there. Furthermore, in New York City the high cost of medical care often prevents people from receiving the proper care, despite the expenditure of approximately $7 billion in 1976 for health services.

One of the major problems is the lack of coordination among major providers. There are 120 hospitals, 155 shared health facilities, 72 health-related facilities, 400 shared medical facilities (sometimes referred to as Medicaid mills), thousands of physicians, community health centers, union health programs, etc. These services come under the auspices of government, voluntary organizations, and profit-making ventures who, to a large extent, do not talk to each other. Generally, these independent organizations do not assume responsibility for providing services to the neighborhoods in which they are located. Further, the providers often do not talk to each other when a patient is transferred among hospital, long-term and ambulatory care.

This conglomeration of health resources was distributed across New York City more through historic accident than through prior system-wide consideration. Even today, when new resources are available for New York City, their allocation is done with little forethought. The determinants of who receives what are the ability of patients to pay and the ability of hospitals to obtain grants and gifts, rather than an assessment of community need. Poor distribution of health services remains a nagging concern for the City. Until a working relationship is built among health providers, maldistribution of existing facilities and service programs will persist. Developing these closer working relationships may require changes in the distribution of facilities, the closing or change in use of some of them. In the last two years, a number of hospitals and nursing homes have closed entirely. Of additional closings anticipated, some sites should have a complete change of use to meet new demands. Other sites may need to change from acute, in-patient hospital care to some form of ambulatory care or group residence. Analysis of these changes will require review by community groups, public agencies and others.

B. Social Services

1. Income Maintenance and Social Services: Perceived Needs and Provided Services

New York City has the largest program in the nation by far, and by whatever measure used, for the delivery of a comprehensive array of income-maintenance services and social services. More than one-and-one half million New Yorkers were recipients. The total budget for the Human Resources Administration is about $4 billion with a direct service staff of 23,000 people. These services are generally provided on a decentralized basis throughout the city. There are literally hundreds of locations where the agency administers over fifty different programs. Services are primarily targeted at those individuals with inadequate financial resources and may include such programs as day care, child welfare, senior citizen centers, employment, medicaid, foodstamps, etc. The Human Resources Administration also contracts for various types of services through about 1,200 non-profit organizations located throughout the city. Of particular interest in land use planning is the siting of these programs in relation to population, jobs, transportation networks and other public service programs. It is recognized even more clearly than before that there is an urgent need for joining together programs to reduce costs and improve quality of services.

2. Income Support Services

Cash grants to families and individuals are provided to about one million persons annually in New York City and food stamps to about 1.2 million people. This income assistance amounts to about 1.3 billion dollars annually for food, rent, clothing and all other personal expenses. The grant levels have been frozen since 1973 except for rent, which is allowed to increase by small amounts annually according to formula and as long as the rent is under predetermined rent ceilings. The Department of Income Maintenance has also succeeded in reducing ineligibility and fraud rates through new management processes, particularly the "face-to-face" recertification process which must be completed by every recipient several times a year; this resulted in a 68 percent increase in case closings during the last six months of 1976. Other improved procedures have reduced duplication of stolen checks and other types of outright fraud which were not routinely discovered in the past.

3. Medical Assistance Program

Over 1.5 million residents of New York City are eligible for comprehensive medical assistance due to low income. This includes recipients of public assistance, and Supplementary Security Income, and those who suffer catastropic illness. This program produces over 500,000 separate claims weekly and has a budget of $1.8 billion annually. Medicaid-eligible services include care provided by all municipal, non-profit and proprietary hospitals, such as dental, podiatry, home health attendant and private doctors' services.

4. Department of Employment

Facing an official unemployment rate of about 10 percent in New York City and a higher rate among youth and minorities, the Department has expanded its services to maximize the opportunities for economic self-support of the city's residents. It is estimated that there are 867,000 unemployed persons in New York City who are potentially in need of employment services. Further, there are 105,300 people working part-time and 109,000 persons working full time, amounting to a total of 214,300 persons who are working for very low salaries; many need and want to work full-time. Also, generally included in the potential client population are 338,700 persons who are not counted in the labor force either because they have given up looking for work or for other reasons.

In 1976, there were 178,000 unemployed residents enrolled in various training and employment programs operated through more than 400 projects located in all boroughs and areas of the city. The total budget for the Department of Employment for Fiscal Year 1977 is $154.2 million. This figure may be increased by additional federal funds under the

Comprehensive Employment Training Act. The Department has assisted more than 18,000 city residents to secure unsubsidized jobs with private employers, and referred more than 100,000 unemployed residents to jobs through the Department's various work experience or public service employment programs.

Employment counseling, needs assessment and job referral are also provided by HRA's Office of Case Intake and Management and the Department of Income Maintenance.

5. Special Services For Children

This bureau of the Human Resources Administration is responsible for assuring that adequate living arrangement and child welfare services are available to all needy, dependent, abused or neglected children, persons in need of supervision, delinquents and their families. At any one time during the year, Special Services for Children has some 28,000 clients in foster care and 10,000 children being supervised in their own homes. It has a total annual caseload of approximately 80,000 different children.

Due to a decline birth rate there has been a shift in focus of services into programs and facilities for older, more difficult-to-place children. Four large institutional settings for children in temporary placement have been closed, with the population shifted into smaller, decentralized, less costly facilities that provide a higher level of care. A flexible Emergency Foster Boarding Home Network facilitating those closings has been established. The Bureau now is developing an Emergency Placement Network for adolescents.

Three new child-care facilities were opened during the last half of the calendar year to serve transfers and new clients. These include two residential treatment centers for severely disturbed children and an additional long-term group home. To avoid unnecessary, more expensive foster care placement, nine preventive service and day treatment programs have been established. Also there are now comprehensive, multi-service field offices in each of the five boroughs which will enhance a co-ordinated approach to service delivery.

The Bureau provides preventive and protective services in the home, foster care services for children and adoption services. About 2,200 children receive preventive services through SSC field offices at any one time. Additionally, there is space for 1,400 children in voluntary agencies under contract with SSC. Protective services covering 25,930 children in 1976 provided emergency shelter, investigation of reported neglect and abuse; counseling, therapy and training of children and their parents; legal representation in court hearings, and arrangements for most appropriate care. It is expected that about the same number will be served in 1977.

In 1976, the Bureau of Special Services for Children arranged for 1094 adoptions and received 1829 new referrals for adoption services. Further, 5,524 children have been identified as in immediate need of adoption services and there are an additional 14,107 children in potential need of adoption services. These are generally older children who have been in placement outside of their own homes for more than two years.

6. Agency for Child Development

This agency administers a comprehensive day care delivery network, under contracts between HRA and voluntary non-profit agencies, for 43,000 children. This includes 335 fully funded group day care centers located in every community of the city of which 35 centers have both group and family day care programs. Separate and limited day care services are also purchased from 28 private and voluntary agencies. The principle objective is to use this delivery system to influence and promote quality child development and support service for children and their families while allowing mothers either to seek or maintain employment. Due to the fiscal crisis, 75 day care programs were defunded and 575 family counselors in the day care centers were terminated.

According to a 1974 population survey, there were approximately two million families in New York City, of whom 29 per cent were income-eligible for day care and have children under 12 years of age. For a four-person family this included households with incomes of $11,409.50 or below who would pay no fees. Families with incomes of $11,409.51 to $14,605 are also eligible for day care but must pay a fee on a sliding scale. Of the total 1.5 million children under 12 in New York City, those with income-eligible families are estimated to be 430,000.

7. Family and Adult Services

This division of the Human Resources Administration provides the aged, emotionally handicapped and other eligible adults with group activities such as those in senior citizen centers and various types of congregate living facilities. It makes available supplemental and/or home care services to enable the aged and infirm to live independently in their own homes. Family and Adult Services also provides preventive and protective services as well as institution care when necessary.

In the senior citizen centers, the agency provides an average of 25,000 nutritious meals per day and in shelters, etc., 4,918 meals to homeless persons. It also provides home care services (housekeepers, homemaking and personal care aid) to more than 21,000 New Yorkers each month, largely as an alternative to institutionalization at far greater costs.

Senior citizen centers directly operated by HRA serve 49,585 individuals; other centers contracted to non-profit voluntary agencies served approximately 115,000 people in 1976. The estimated potential need for these services is about 300,000 persons. This represents the number of persons aged sixty and over who qualify for congregate meals under the Title VII Nutrition Program of the Older American Act. Services provided by the senior center include recreation and craft activities, organized field trips, nutritious meals, educational and cultural activities, leadership development programs and participation in volunteer programs. Programs are designed to maximize self-sufficiency and may also provide counseling, informational and referral services, and transportation to and from the individual's home, when necessary.

Other services provided by this division include foster care services for adults, homemaker and Housekeeper/chore services. Approximately 3,800 elderly and/or disabled persons received homemaker services in 1976 and about 8,300 persons received housekeeper services. The need for these services has roughly been estimated at 110,000 persons but the ability to increase service levels is limited by budgetary considerations.

8. Community Development Agency

The Community Development Agency is responsible for the administration of the community action programs in accordance with allocation and priorities set by the Council Against Poverty. There are 26 CAP-funded Community Corporations located in each of the 26 poverty areas and there are 267 community based programs which employ more than 4,000 New Yorkers to provide a multi-facted range of services. Major emphases of these locally based programs are in the areas of housing, education, employment referral, economic development and youth development.

C. Public Safety

New York City --archetype of big cities -- has always been thought of as crime-ridden and dangerous. Until recently, however, accurate measurement of the extent of both reported and unreported crime in New York City was difficult. In the last three years, the City has made extensive improvements in measurement accuracy through the development of computerized crime analysis and the development of the Law Enforcement Assistance Administration/Criminal Victimization Survey Program. In addition, academic and other private institutions have conducted numerous studies on the crime problem in New York City. The Criminal Justice Coordinating Council (CJCC) has taken steps to expand its crime analysis capabilities during 1976.

During 1976, crimes against the individual decreased, while property crimes increased. A comparison of the seven major crimes in 1975 and 1976 is as follows:

	1976	1975	Percent 1975/76
Murder and non-negligent manslaughter	1,622	1,645	- 1.4
Forcible rape	3,400	3,866	- 12.1
Robbery	86,183	83,190	+ 3.6
Assault	42,948	43,481	- 1.2
Burglary	195,243	177,032	+ 10.3
Larceny	232,069	188,832	+ 22.9
Motor vehicle theft	96,682	83,201	+ 16.2
Total	658,147	581,247	+ 13.2

Police

In New York there are several policing entities in addition to the Police Department, e.g., those of the Transit Authority, Port Authority, Housing Authority.

The main police facilities are the 73 precincts of the Police Department, motor vehicle garages, quartermaster facilities (for supplies), property clerk facilities (for police custody of evidence, stolen and lost property), police stables, harbor facilities, aviation facilities (for helicopter).

Fire Department

The Fire Department's major facilities are the 219 firehouses. In addition, the Fire Department has four operating fireboat facilities located in Manhattan, Brooklyn and Staten Island. Linking the system is a fire communication network, whose key elements are five central communication offices located in each borough and a control computer-based data processing center in lower Manhattan.

Firehouses date back to 1860. The Marine Headquarters located at Pier A was built in the late 1800's and is now an Historical Landmark.

Courts

The civil and criminal justice objectives of the courts are to adjudicate cases brought before them not only fairly and equitably but also as speedily as possible. The existing conditions are inadequate mainly because of a shortage of professional and supporting personnel. For example, because of lack of personnel a number of available court rooms cannot be utilized. As a result a considerable backlog in the flow of cases affects fair trial.

Correctional Facilities

One of the major problems is inadequate physical accommodation causing overcrowding and other adverse conditions. There are 11 prisons in the City. In addition there are detention facilities in every court, which serve as waiting rooms for suspects and inmates, and also several halfway houses.

Because of unacceptable conditions one of the prisons, the "Tombs" on Centre Street, closed last year. There is a constant need for maintenance improvements, renovations, new partitions, enlargement of van entrances. The facilities also suffer from shortage of supervision.

D. EDUCATION

Existing Conditions, Needs, and Problems:

Overview of the education system in New York City

Among service programs, the education system is unique. Its major classifications are public and private; primary, secondary, college and graduate levels.

Over 1,000,000 pupils attend 950 public schools for 10 months of the year. 340,000 attend 900 private schools. 280,000 attend public higher education schools full and part time. School age population in New York City, which is between 5 and 17 years, has tended to account for 16 to 20 percent of the City's total population. (Close to 75 percent of the students attend public school; non-public-school register declined from 28 percent to 23 percent during the last decade.)

A vast bureaucracy and vast funding are involved. Clearly, this system has a dual role in society: it stands by itself as one of the city's major programs; it also is complementary to the economy, to housing, transportation, community.

Every New York City child and most adults are touched by this system and to some extent shape their lives around it. Following are major current issues.

1. The education of our citizens stands alone as a major goal. The funds spent, the vast variety of programs, the management of property, the measuring of achievement, the constant introduction of new approaches, the complex districting are unique in the United States.

2. Components - The City's education system is divided into public and non-public schools and organized into the following sequential categories:

   . Elementary - grades (pre-k) K to 4,5 or 6. There are 650 public elementary schools and 675 private schools grades K to 8.

   . Intermediate - grades 5 to 8 or 9; junior high, grades 7 to 9. There are 180 public intermediate schools.

   . High schools - grades 9 to 12. There are 111 public and 229 private high schools.

   Almost all of these schools have adjacent play areas and many have auxiliary leased space, mini-schools, annexes, or space within regular schools.

In addition, there are special schools for:

Early Childhood Education
Handicapped, retarded, maladjusted, etc.
Evening adult education (in regular schools)
Skills centers for high school students and adults

3. Educational facilities and related property are major users of land. Facilities are spread throughout the City, particularly in residential areas. Board of Education permanent structures cover 3,000 acres (100 million sq. ft.); 212 acres (9 million sq. ft.) are owned or leased by CUNY (excluding residences). Substantial other property is under the jurisdiction of the Board of Education, but is not now used for school buildings. The area of non-public schools and their playgrounds, plus the area of private higher education facilities, is also substantial.

It is estimated that these facilities occupy about 60% of institutional land in the City.

The facilities differ greatly in land area and number of pupils housed. The average elementary school houses 1000 pupils and covers about 2½ acres. But many are much smaller or much larger. The average middle school houses 1800 pupils and covers about 3 acres. Most high schools are 3000 or 4000 capacity and cover 7 to 20 acres.

The city's schools range from a few buildings close to 100 years old, a large number dating from the 1910's and 1920's, and about 1/3 of the buildings built or modernized since World War II.

Regardless of school building age, schools, like housing, deteriorate more rapidly in areas of marked population instability.

4. Schools are vital to a residential community. Where a neighborhood is being upgraded, the schools can assist by additional programs, serving as a focal point, getting a face-lift, providing additional capacity needed. (e.g. West Side Urban Renewal Area). Where a neighborhood remains deteriorated, the schools are often the remaining major solid focus - physically and as a place to relate to, e.g. South Bronx and Brownsville.

5. The educational system is itself a major employer: public schools employ 100,000; public higher education 25,000, plus an additional number of employees for the public and private system. This is a stable element in the economic base.

6. The school is an essential prelude to economic productivity. The educational system is responsible for instilling the basic skills needed in the labor force, performing as an essential component to local businesses. To some extent, these goals are not being adequately met.

7. Schools are at the core of the community. They are used for many other community activities: meetings, recreation, summer and evening activities. These are arranged locally and hundreds of such programs take place annually.

   Large schools, where 1000 to 5000 pupils move in and out daily present problems and challenges to the immediate area. Where pupils travel by subway, local storekeepers and residents have expressed problems and concerns.

   The educational system is in the political limelight: busing, integration, school closing, the lunch program, published reading scores, increased class size, vandalism, etc. Let the Fire Department say that certain schools have serious fire violations and the media will pick it up immediately.

   The "quality" of the neighborhood school - real or reputed - is a major factor in a family's decision to move into or out of a given community or to choose private over public schools. The programs offered, the Principal's reputation, racial mix, reading scores, are all factors.

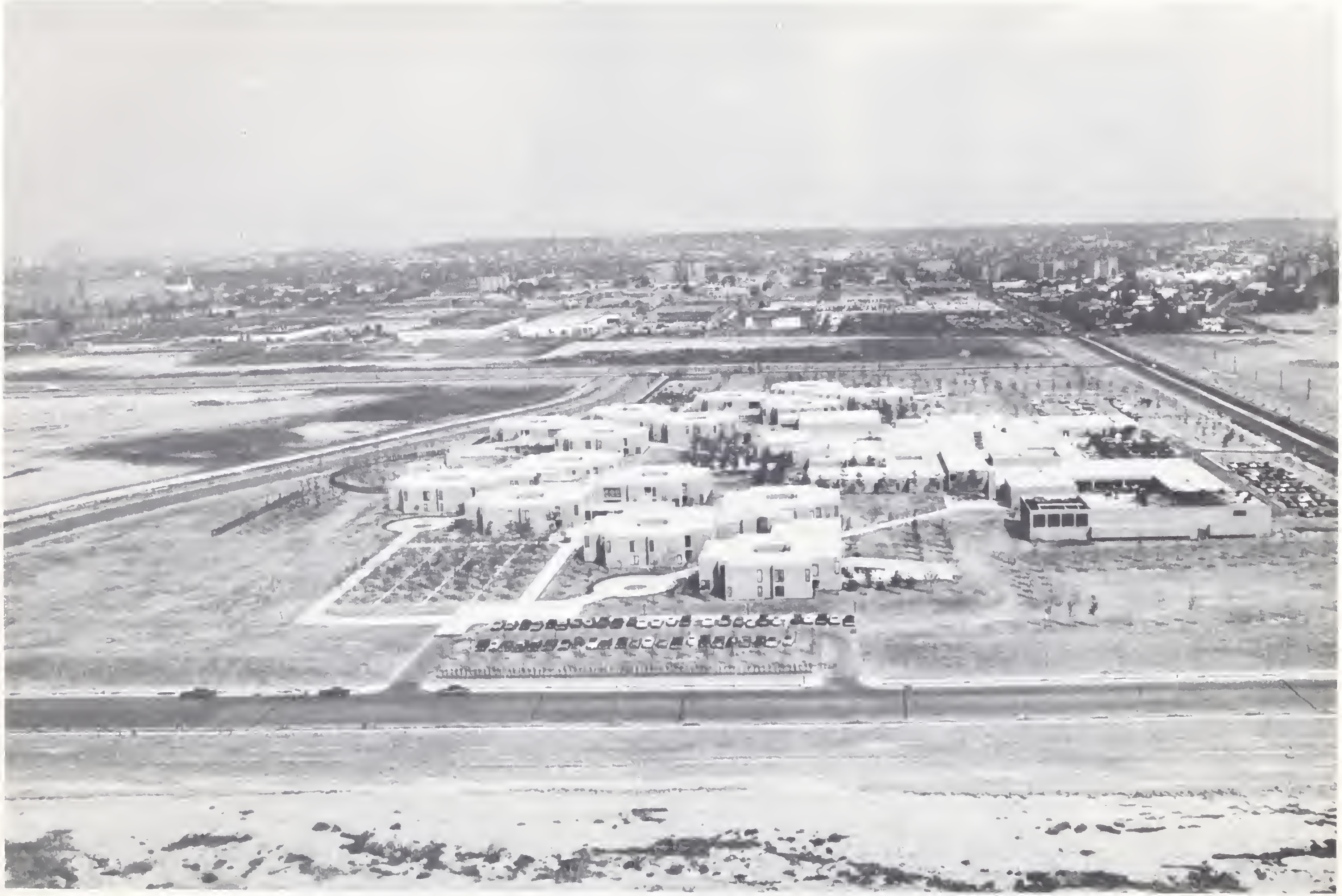
   The school has a social and political role in the community. Parents and community groups are directly involved in electing Community School Board members and even more directly in selecting Principals and Assistant Principals. Those who become active in the PTA can have a real input into the way the school is run. These areas are often the first opportunity for active citizen participation in local politics. A number of present city officials got their start in local school politics.

8. Transportation is crucial to access. School accessibility is determined by distance: elementary children must walk up to ½ mile; junior high school children up to 1 mile; high school students up to 1 1/2 miles. For longer distances the City subsidizes transportation by providing school buses or passes for public transportation.

FIRST FLOOR
DAY CARE CENTER
FULTON COUNTY DEPARTMENT OF FAMILY SERVICES
VOCATIONAL AND REHABILITATION SERVICES
HOUSING INSPECTOR
VINE CITY NEIGHBORHOOD DEVELOPMENT PROGRAM
COMMUNITY SCHOOL DIRECTOR
SECOND FLOOR
CAFETERIA
GYMNASIUM
AUDITORIUM
SENIOR CITIZENS
PARKS AND RECREATION DEPARTMENT
AREA ONE SUPERINTENDENT
THIRD FLOOR
J.F.K. MIDDLE SCHOOL
SCHOOL PRINCIPAL
LIBRARY
3

PAPERBACK
CHANGE

Schools must serve many community needs for people of all ages. Tottenville High School, Staten Island, is the setting. (Bib. 97)



Brooklyn Developmental Center, a modern facility for the mentally retarded, operated by the State. It is sited in Spring Creek, Brooklyn, near industrial sites.

9. Necessary New Programs

Court decisions and administrative rulings have mandated new programs for the Board of Education but adequate funding is not available.

a. The Handicapped - The state has ruled that the public school system must provide a suitable program for every type of handicapped child and is withdrawing the subsidy previously given parents of these children to be used in private schools. This calls for a vast undertaking of staffing, placement, transportation patterns, and alteration of selected buildings.

b. The Aspira Court Decree - Mandates the City to provide bilingual education to all Spanish-speaking children whose English is too limited to allow them to achieve in the regular instructional program. This had led other language groups to request bilingual teaching; this is being implemented on a spot basis.

10. School Playgrounds

Playground neglect and vandalism have left many playgrounds in very poor condition at a time when school children need even more space for play. Some schools lack playgrounds or have had their playgrounds pre-empted by teacher parking or mini-schools.

Problems and Needs

1. A declining public school population: This had led to the closing of 41 schools throughout the City and gross underutilization in many others. This drop, directly related to the decline in births and the aging of the population, is shown below:

1972	1973	1974	1975	1976
1,132,000	1,109,000	1,103,000	1,101,000	1,078,000

The majority of the City's School Districts have declined in enrollments and are expected to continue to decline. The districts with the greatest underutilization are:

Manhattan - Districts 5 and 4 (Central Harlem, East Harlem).

Bronx - Districts 7 and 12 (South Bronx, Morrisania).

Brooklyn - Districts 16 and 23 (Bedford - Stuyvesant and Brownsville).

Four Districts have shown growth:

Bronx - Districts 9 and 10 (Concourse, Tremont, Fordham).

Queens - District 24 (Long Island City, Sunnyside, Middle Village).

Staten Island - District 31 (mostly in the southern half of the borough.

2. Pupil Mobility

In addition to overall growth or decline, there is great mobility in many of the 32 districts. This means that pupils are moving in from other parts of the city, suburbs, nation, abroad in large numbers; some of course, leave the system.

The following are the highest in mobility:

Manhattan - Districts 2 and 6 (Lower West Side, Chelsea, Clinton; Washington Heights).

Bronx - Districts 12, 9, 10, 7, 8 (most of the Bronx with the exception of the North East Bronx and Riverdale, and Throgs Neck).

Brooklyn - Districts 17, 23, 16, 19 (Crown Heights, Flatbush, Brownsville, Bedford-Stuyvesant, East New York).

Queens - Districts 28, 24 (Jamaica, Long Island City, Sunnyside, Middle Village).

Family movement usually, but not always, accompanies housing instability and deterioration. Used correctly, the information should alert educators to organize special school programs for the new groups. Mobility should be one factor in interpreting annual reading data, signalling that different groups of youngsters are being tested.

City Planning Department studies, made in successive years, have analyzed both enrollment trends and forecasts and mobility, yielding information such as that above.

3. Jurisdictional Problems

The interlocking system described in Chapter IV ("Land Assets Management Process") for making land use and related decisions does not cover the Board of Education. The School Decentralization Act, passed in 1969 by the State Legislature, is in conflict with the Charter powers given the Community Boards, including ULURP. Also, the provisions of the new City Charter regarding budgeting do not recognize the special role of the local School Boards. Conflicts may arise because elementary and intermediate public schools are under the jurisdiction of 32 Community School Districts. These districts have certain responsibilities over educational, administrative and budgetary matters as granted by the School Decentralization Law. At the same time, the New York City Charter gives the 59 Community Boards a geographical and jurisdictional role which involves schools (especially land use aspects) as well as other matters.

4. Educational Achievement

Great problems lie in the area of educational output and achievement. On the whole, the student body is below national norms in reading and other academic indices. The language problem is great among large segments of the student body. Low attendance rates plague the system. Lack of vocational skills are also evident.

On a city-wide basis, 15 percent of 5th grade pupils are two or more years below normal reading level, on the basis of semi-annual written tests. At the other end of the spectrum, by broad measures about 50% of high school students do not graduate. It is estimated that about 30% of all public school children do not have adequate command of English.

Some employers claim that one reason for leaving New York City is lack of a trained labor force.

5. Problem of Empty Buildings and Surrendered Buildings

a. This is one of the most acute problems in the affected neighborhoods. Not only does the community lose a school, but is faced with a building which usually is ill-guarded, and then not guarded at all. It is vandalized inside and out. Derelicts congregate and a bligthing influence spreads.

   Former Deputy Chancellor Bernard Gifford testified to the City Council recently that no situation causes more anguish than this and stated that the Board would no longer close schools until there was a plan to deal with them. (See policies and strategies.)

Sharing of Underutilized Buildings

b. An area for further attention is the more creative use of underutilized buildings during the school day and all buildings after school hours. Exacerbating the problem are lack of funding and procedures so cumbersome as to defeat proposals for shared usage.

6. Problems of an Aging School Plant

Many buildings are educationally obsolete as well as physically unattractive.

7. Need for continued experimentation with educational approaches requires more funding, improved bureaucratic and organizational approaches.

P.S. 18, West Brighton, Staten Island. Almost 90 years old, this building is becoming an activities center for a community of Black, White and Spanish-speaking residents.

2.

POLICIES DEVELOPMENT FOR LAND USE PLANNING

OBJECTIVES
INTERGOVERNMENTAL POLICIES ANALYSIS
ECONOMIC RECOVERY
HOUSING
ENERGY
TRANSPORTATION
OUTDOOR RECREATION
ENVIRONMENT
HUMAN SERVICES

POLICIES AND OBJECTIVES

A. Introduction

The Land Use Element under the 701 Comprehensive Planning Assistance program requires the City of New York to formulate and state public policy and prepare plans for the short and long term use of all land within its jurisdiction.

In addition to the time dimension of short and long range, the policies cover all the major planning efforts at the citywide, borough and local levels and are classified according to the following functional categories:

A. Administrative/General
B. Economic
C. Environmental
D. General
E. Historic Preservation
F. Institution-related
G. Housing
H. Open Space
I. Transportation and Circulation

This section focuses on long and short term policies. It identifies the land use and development policies that have been developed by the City's agencies, elected officials, community leaders, regional, state and federal government. The policies will be analyzed for internal consistency within a functional area and for possible conflict among different functional areas. City policies will also be compared with national, state, and regional levels. Finally, their social, economic and environmental impacts will be considered.

Methodology

Definitions:

It is important for a clear understanding of this analysis that several key items be clearly defined. The following definitions are to serve this purpose:

Goal - A goal is a condition or state to be brought about through a course of action.

Objective - An objective is a specific statement of achievement and is more specific, and usually more short-range, than a goal. An objective tends to relate to a particular task and because of this it can usually be measured and evaluated. An objective is generally considered to be a subpart of a goal.

Policy - A principle or a definite course of action selected from among alternatives to guide and determine present and future decisions.

Short-term - refers to a policy that is intended to be implemented within the next three to five years.

Long-term - refers to a policy that is intended to be implemented over a period of more than five years, or over an indefinite period of time.

Approach:

To analyze and coordinate local planning policies, the City's professional planning staff have been interviewed and asked to evaluate the policies that guided preparation of plans and action recommendations from and for neighborhoods, community districts and the borough. Where possible, these are referenced to published documents or in-house studies and mapped in the Local Area Planning section of this report. This inventory and subsequent analysis will permit the determination of possible areas of conflict, duplication and adequacy of coverage.

B. Short Range Policies

Short-range policies are usually developed to meet some pressing needs or to reverse a detrimental trend. Sometimes they may be stop-gap measures designed primarily to halt a deteriorating situation until a more basic long-term policy can be developed.

The City's current economic and fiscal plight constitutes a crisis situation which is fertile ground for short-range policies. There are two overriding objectives which many of the short-range policies seek to achieve:

(1) Creation of new jobs
(2) Improvement of the City's tax base

At the same time, the City is vitally concerned with the many problems besetting its residential neighborhoods. Here, too, a spate of short-term policies have been developed which are designed to hold the line against the spread of blight and to strengthen and revitalize basically sound elements. Other areas, which are subject to development pressures, are in need of protection to preserve their current denstiy levels and to guide the development to take advantage of existing infrastructure, thus assuring its more efficient use.

Then there are neighborhoods which are basically sound and where there are no development pressures. It is critically important to preserve these areas, where an ounce of prevention will be worth a pound of cure. Assuring proper maintenance of housing, improving services and community facilities, and eliminating hazardous street and highway conditions will go a long way in preserving such areas.

The upgrading and revitalization of commercial centers will serve both the economic and neighborhood needs of the City.

Finally, there are situations which present one-time opportunities which, if missed, often are irreparably lost. The City's ownership of many real estate parcels makes it possible to land-bank these for future uses, such as open spaces, recreational areas or other community facilities. Here, the immediate gain through sale and subsequent tax receipts has to be weighed against the long-term gain of restored, viable, and thriving neighborhoods made possible by the development of community facilities in the proper locations on land held by the City.

A different type of situation where opportunities may be lost is the development along riverbanks, such as the Bronx River and Raritan Bay. There is a need to guide development in such a manner that the unique features of the area will be preserved.

C. Long-Range Policies

Long-range policies are expected to be operative over a longer period of time. They focus on needs and problems which require more time for solutions. The Region, as well as the City, will be shaped by these.

In order to restore the vitality of the City and maintain it as a viable entity, it is necessary to reverse the long-term trend of decentralization. In New York City, recognition has deepened in government and civic circles that suburbanization has to be replaced by a policy of recentralization. The City, as all other older central cities, has been losing jobs and people to the surrounding region. This trend is wasteful in terms of utilization of land and energy resources and is impairing the environmental quality. At the same time it leaves an enormous infrastructure in the city underutilized.

The three long-term objectives listed in the City's Community Development plan and program support the policy of recentralization and enhance the City's economic viability. They are:

1. To increase personal economic opportunity and the City's tax base by promoting industrial expansion and job development, and by offering programs to make low and moderate income residents more employable.

2. To reconstruct dilapidated areas.

3. To conserve the stability and viability of residential areas by rehabilitating housing, improving infrastructure, revitalizing commercial strips, providing adequate community facilities and reinforcing City social services.

Many of the short-range policies for the neighborhoods and community districts referred to above need not be considered valid only for limited periods. Blight and deterioration are perennial problems which have been with us for decades. Policies and strategies designed to solve these problems will, hopefully, succeed in abating decay. But it will be a long time, if ever, that we can realistically expect to have eliminated blight and halted deterioration.

The same applies to policies directed to the strengthening and improving of the economy. It is a continuous effort. The strategies may change to fit changed conditions, but the goal remains the same.

A strong vibrant economy with its concomitant job opportunities is a prerequisite for a healthy, functioning City. In such a climate significant progress can be made in restoring ailing neighborhoods and communities and in revitalizing commercial centers.

However, there are policies which affect and constrain the pattern, type and intensity of development, both residential and nonresidential. Policies in support of improved air and water quality control, historic preservation, and coastal zone management have a direct impact on the location of the various land uses and their intensity, and in some cases call for a total prohibition of developmental activity. Instances of conflicting policies need to be resolved by weighing benefits and costs of each and attempting to maximize benefit while minizing cost.

Policy choices in a great city generally reflect the pressures of crises. By contrast, the 701 Comprehensive Planning Assistance program offers a unique framework for devising criteria to evaluate plans and to guide the decisions on policies for managing land assets.

D. Intergovernmental Policies Analysis

Consistency among different government levels towards policies for land use is mandated by federal law. To determine if city policies correlate with federal, state and regional policies, a chart was constructed to contrast the following information: major categories of land use activities; New York State and Federal land use policies, quoted from the State Land Use Element Technical Report No. 8[1]; indication of regional endorsement of the policies, in substance though not necessarily in identical language; the New York City policy comparable to the policy listed, again, in substance if not in exact form, together with the source for the City policy statement.

The Summary Chart appears on the next several pages.

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[1] Growth Policy Evaluation of Existing Long and Short Term Policies and Criteria for Determining Land Use and Growth Policy Guidelines. New York State Division of State Planning, Department of State. Albany, NY. Oct.1976.PP. 16-36.

TABLE NO II.1
SUMMARY OF PLANNING POLICIES ACCORDING TO LAND USE/ACTIVITY AND COMPATIBILITY AMONG CITY, REGIONAL, STATE AND FEDERAL POLICIES

LAND USE/ACTIVITY AREA		POLICY	GOV'T LEVEL	COMPARABLE CITY POLICY	SOURCE OF CITY POLICY
Land Use Development	1	Encourage development of viable urban communities by providing decent housing, economic opportunities, suitable living environment principally for low and moderate income persons.	Federal Tri-State	To maintain the City's economic and residential stability and viability and to support public investment in housing for families of low and moderate income by undertaking related neighborhood improvements and programs.	CD-1
	2	Encourage development of well planned, diversified and economically sound new communities.	Federal Tri-State*	South Richmond development plan.	Towns in South Richmond 4/75
	3	Provide for purchase of insurance against flood losses, and promote flood plain management practices.	Federal Tri-State	Develop drainage plan for low-lying areas. Improve the Bronx River and its environment (Note: Similar policies in other boroughs, especially Staten Island)	Department of City Planning Bronx Boro Office Plan; Coastal Zone Management Project, DCP
	4	Encourage growth in areas with potential for economic growth and development; improve quality of labor force; stimulate public investments in public facilities.	Federal Tri-State	To increase personal economic opportunity and the City's tax base by promoting industrial expansion and job development, and by offering programs to make low and moderate income residents more employable. To encourage job training programs.	CD-2 and CD-3 Mayor's Economic Recovery Program Jan. 1977
	5	Promote sound growth and development through correction of blighted and sub-standard areas; promote vigorous economy through creation of jobs and retention and attraction of industry; promote and provide low income housing.	State Federal Tri-State	To reconstruct dilapidated areas in the boroughs. To conserve the stability and viability of residential areas by rehabilitating housing, improving infrastructure, revitalizing commercial strips, providing adequate community facilities and reinforcing City social services.	CD-2 and CD-3 CD-3

*at efficient, cost-effective densities and appropriate locations

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LAND USE/ACTIVITY AREA		POLICY	GOV'T LEVEL	COMPARABLE CITY POLICY	SOURCE OF CITY POLICY
Land Use Development (continued)	6	Reduce flood hazards; assure continuation of insurance through flood plain controls.	State Tri-State	See (3)	
	7	Enable municipalities to regulate the location and use of buildings, structures and land.	State	Department of City Planning (DCP) acts for City in regulating land use through zoning and planning powers with enforcement by Buildings Department. Citizens now involved in review of land use development and control through ULURP.	Zoning Resolution Uniform Land Use Review Procedures (ULURP)
		...to serve the objectives of environmental conservation, renewal of older cities and equal opportunity.	Tri-State		

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LAND USE/ACTIVITY AREA	POLICY	GOV'T LEVEL	COMPARABLE CITY POLICY	SOURCE OF CITY POLICY
Housing 1	Remedy unsafe and unsanitary housing conditions and acute shortage of safe and sanitary dwellings for low income families and expand public housing agencies' responsibilities.	Federal Tri-State	To rehabilitate units of publicly-owned housing. To provide loans to enable the private sector to upgrade existing housing units. To enforce laws aimed at maintaining decent, safe, standard housing units and providing equal housing opportunity. To provide interim assistance to eliminate hazardous conditions in buildings where landlords are unable or unwilling to do so.	HAP (Housing Assistance Program) CD-3
2	Encourage preservation of existing housing and neighborhoods through measures of preservation, rehabilitation, management improvements, and provision of adequate municipal services.	Federal Tri-State	To support and preserve existing housing units through programs designed to improve neighborhood streets, sewers, parks, libraries, etc. To provide adequate police, fire and sanitation services to meet community health and safety needs. Article 8A Loan program to upgrade mechanical systems and to make necessary improvements.	CD-3
3	Encourage construction of middle income housing by private developers through provision of mortgage loans and local tax exemptions.	State Tri-State	City stimulates new construction through the Section 421 Tax Exemption Program and the J-51 Tax Exemption Program for rehabilitation of existing housing and for conversion of nonresidential structures into multiple dwellings.	NYS Real Property Tax Law, Section 421 - NYC Administrative Code, Section J-51
4	Stabilize neighborhoods through rehabilitation of sound multifamily structures for low and moderate income tenants.	State Tri-State	Apply appropriate programs, including Community Management, Participation Loans, Article 8-A mini-loans, Section 312 Demonstration Loans, and REMIC loans.	HPD Department CD-3
5	Provide rental housing for low income families in middle income housing developments.	State Tri-State Federal	Section 8 rent subsidies. Applications to City Department of Housing Preservation and Development or directly to HUD.	CD funding through City.

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LAND USE/ACTIVITY AREA		POLICY	GOV'T LEVEL	COMPARABLE CITY POLICY	SOURCE OF CITY POLICY
Transportation Air Services & Facilities	1	Establish nationwide system of public airports to meet present and future civil aeronautic needs.	Federal	We favor the establishment of a landing strip for STOL planes for the convenience, particularly, of businessmen who must make frequent trips to other northeastern cities.	Transportation Policy & Programs p.38
	2	Promote and assure provision of rapid, efficient and safe transportation to state's inhabitants (see also mass transit and highways).	State	We support the development of rail access to Kennedy airport (provided this can be done without draining funds from the City's priority program). In the interim period, the development of bus priority lanes should facilitate access.	Transportation Policy & Programs p. 38
Highways	1	Accelerate construction of highways to meet needs of commerce and national and civil defense.	Federal	The City should pursue a balanced program of selective highway reconstruction, modification and new construction (e.g. Westway, North Shore Drive (S.I.), Interborough Parkway (Queens-BK).	Transportation Policy and Programs pp. 23ff
	2	Promote and assure provision of rapid, efficient and safe transportation to state's inhabitants (see also air and mass transit).	State Tri-State	See above	
Mass Transit	1	Assist and promote development of transportation systems and services within and between urban areas.	Federal	See below	
	2	Assistance for mass transportation facilities and operational expenses.	Federal Tri-State	We have given highest priority to public transportation. We strongly believe that maintenance deserves greater attention.	Transportation Policy & Programs p.11

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LAND USE/ACTIVITY AREA	POLICY	GOV'T LEVEL	COMPARABLE CITY POLICY	SOURCE OF CITY POLICY
Mass Transit (continued) 3	Assist expansion, improvement and continuance of mass transportation systems.	State Tri-State	We focus on that part of the expansion program that is most urgently needed (Queens trunk line from 63rd St. Tunnel to Jamaica Center).	op. cit. p.11
4	Assure adequate mass transit services to state's inhabitants.	State Tri-State	Same as above items 2 & 3	
5	Promote and assure provision of rapid, efficient and safe transportation to state's inhabitants (see highways and air).	State Tri-State	Same as above items 2 & 3	
Railroad Services and Facilities 1	Promote the revitalization of railway system and assist continuation of rail services.	Federal Tri-State	The regional commuter railroad system is, and should remain, the principal long distance means of traveling from the Long Island, Connecticut, Westchester and New Jersey suburbs to the Manhattan Central business district and secondary commercial centers.	Transportation Policy & Program p. 19
2	Promote continuation of commuter and intercity rail passenger and rail freight services, and assist in the preservation and improvement of rail services.	State Tri-State	The virtues of rail freight are many. We support efforts to improve rail, and the City has been an active participant in the planning process (e.g. rail connection from Bay Ridge to Bush Terminal, New York Dock Railway, Northeast Marine Terminal).	ibid p. 37
3	Assure availability of abandoned railroad property for public or utility use.	State Tri-State	Redevelop Harlem River Yards for industry.	op. cit.
Water Services and Facilities 1	Regulate location, construction and operation of deepwater ports.	Federal	The City has shifted its emphasis to building containerized facilities in Brooklyn and on Staten Island. The Department of Ports and Terminals has begun an aggressive program of port development and redevelopment.	Waterfront Workshop Report June, 1974 p. 70 Outer Continental Shelf Project. DCP (1977)

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LAND USE/ACTIVITY AREA	POLICY	GOV'T LEVEL	COMPARABLE CITY POLICY	SOURCE OF CITY POLICY
Utilities 1	Regulate location, construction, and operation of nuclear reactors as part of electric power generation facilities; radioactive wastes storage facilities; and reprocessing facilities.	Federal	Allow fossil fuel but not nuclear, electric generating plants to be built in the city as needed if properly buffered from the surrounding community, and if able to meet safety and environmental standards.	
2	Regulate location, construction and operation of hydroelectric power generation facilities.	Federal	Zoning regulations. In addition must conform to air and water pollution control standards and be accepted by community.	Zoning Resolution EPA regs.
3	Control determinations of proposed steam electric generating facilities.	State	Energy-intensive industries will be encouraged by the City to construct their own electric/steam generators on site.	Economic Recovery p.45
4	Control determinations of proposed electric and gas transmission facilities.	State	Franchises permitting utilities free use of streets.	
5	Maintain continuous supply of electric power; provide supplemental base load generation facilities; and assist alleviating shortage of power supply in NYC metro area.	State	Emergency allocation of fuel supply for City at time of declared national emergency. Development of "integrated utility complex" to include electrical energy generation with solid waste as a partial fuel source and the recapture of excess heat energy for space heating and hot water.	EPA Economic Recovery p.45

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LAND USE/ACTIVITY AREA		POLICY	GOV'T LEVEL	COMPARABLE CITY POLICY	SOURCE OF CITY POLICY
Recreation/Open Space/Historic Preservation	1	Assist in the planning, acquisition and development of outdoor recreation areas and facilities.	Federal Tri-State	Encourage private developers to pay for construction and/or maintenance and operation of public recreational and cultural facilities.	New York Land Use Policy (Sept.1975) p.5
	2	Assist in preserving, developing and improving open space in urban areas; acquiring and restoring sites and structures of historic value, encouraging acquisition of development rights to shape growth patterns.	Federal Tri-State	Improve parks...through more efficient maintenance and rehabilitation. Limit acquisition to natural and historic sites that would otherwise be lost.	New York Land Use Policy (Sept.1975) p.5
	3	Preserve for public use historic sites, buildings and objects of national significance; assist state and local preservation programs.	Federal Tri-State	To preserve land having qualities of exceptional recreational or educational value to the public.	Natural Area District General Purposes
	4	Institute national system of recreation and scenic trails near urban areas and within established scenic areas.	Federal Tri-State	The Olmsted Greenbelt and Trailway Park System proposed for Staten Island...would...weave many miles of hiking trails through natural woodlands, grasslands and marshes.	Critical Issues (1969) p.65
	5	Acquire open and natural lands near urban areas for state parks, and assist municipalities acquire lands for local park purposes.	State Tri-State	See above.	
	6	Provide for development of state and local marine, parks, historic site and forest recreation projects.	State	Work with State in development of protected natural areas and parks.	

NOTE: Updated chart includes Regional Comparison

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SUMMARY OF PLANNING POLICIES ACCORDING TO LAND USE/ACTIVITY AND COMPATIBILITY AMONG CITY, REGIONAL STATE AND FEDERAL POLICIES

LAND USE/ACTIVITY AREA		POLICY	GOV'T LEVEL	COMPARABLE CITY POLICY	SOURCE OF CITY POLICY
Historic Preservation	1	Preserve historic properties in private or non-federal ownership	Federal (Pub.L. 89-670) Sec. 106	Landmarks Preservation Commission of New York City has designated over 12,000 properties, districts, interiors and scenic landmarks since 1965, as worthy of historic preservation.	New York City Charter Sec. 204 Chapter 8-A Sec. 205-1.0-207-21.0
	2	Extend Sec. 106 review to properties eligible for listing in the National Register.	Federal Exec. Order 11593	A full report on the City's needs, goals and objectives, policies for future development, inter-relationships, strategies and evaluations appears in the "Historic Preservation" brochure prepared as a separate component of the 701 Comprehensive Planning Assistance program, 1976-1977.	
	3	In connection with the Community Development Program, restore and preserve properties of special value for historic, architectural or aesthetic reasons.	(Pub. L. 93-383) 24 C.F.R. Part 570 State (23 G.M. L. Sec. 96-a 1968)	Policies closely reflect those of the national government's.	

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SUMMARY OF PLANNING POLICIES ACCORDING TO LAND USE/ACTIVITY AND COMPATIBILITY AMONG CITY, REGIONAL, STATE AND FEDERAL POLICIES

LAND USE/ACTIVITY AREA		POLICY	GOV'T LEVEL	COMPARABLE CITY POLICY	SOURCE OF CITY POLICY
Natural Resources Air	1	Project quality of nation's air resources and assist state and local governments in development and execution of air pollution prevention and control programs.	Federal Tri-State	To preserve, protect and improve the air resources of the city. For the purpose of controlling and reducing air pollution, it is hereby declared to be the policy of the city to establish active and continuing supervision over such emissions.	Air Pollution Control Code Declaration of Policy
	2	Maintain purity of state's air resources and safeguard them by abating existing and preventing new air pollution.	State	See above	
	3	Continue strong programs to prevent and abate air pollution in public sector (1972 Bond Act).	State	Require compliance of public agencies per their proposed compliance schedules for incinerator upgrading.	NYC Land Use Policy Sept, 1975 p.4

TABLE NO. II.1

SUMMARY OF PLANNING POLICIES ACCORDING TO LAND USE/ACTIVITY AND COMPATIBILITY AMONG CITY, REGIONAL, STATE AND FEDERAL POLICIES

LAND USE/ACTIVITY AREA		POLICY	GOV'T LEVEL	COMPARABLE CITY POLICY	SOURCE OF CITY POLICY
Natural Resources Land	1	Preserve nation's wetlands (freshwater), conserve surface waters and preserve wildlife habitat.	Federal Tri-State	To protect aquatic, biologic, geologic and topographic features having ecological and conservation values and functions	Natural Area District, General Purposes
	2	Preserve, protect and develop resources of nation's coastal zone.	Federal Tri-State	To conserve the coastal area resource.	Coastal Zone Management-First Year Work Program
	3	Preserve and protect lands (outside forest preserve) of special natural beauty, wilderness character, or geological, ecological or historical significance.	State Tri-State	To conserve, protect, and restore unique and high quality wildlife and vegetation habitats, fish spawning areas, and shellfish beds in coordination with the New York City "208" program	Coastal Zone Management-First Year Work Program
	4	Preserve, protect and conserve freshwater wetlands.	State Tri-State	To conserve the fresh and marine wetlands and to control development affecting those areas.	Coastal Zone Management-First Year Work Program
	5	Preserve and protect tidal wetlands.	State Tri-State	See above	
	6	Assist state nature and historical preserve acquire land; protect urban open space; continue stewardship of forest preserves (1972 Bond Act).	State	To preserve land having qualities of exceptional recreational or educational value to the public.	Natural Area District General Purposes

TABLE NO. 11.1

SUMMARY OF PLANNING POLICIES ACCORDING TO LAND USE/ACTIVITY AND COMPATIBILITY AMONG CITY, REGIONAL, STATE AND FEDERAL POLICIES

LAND USE/ACTIVITY AREA		POLICY	GOV'T LEVEL	COMPARABLE CITY POLICY	SOURCE OF CITY POLICY
Natural Resources Water	1	Conserve surface waters; preserve waterfowl habitat and wildlife resources; secure agricultural production limits.	Federal	To conserve, protect, and restore unique and high quality wildlife and vegetation habitats, fish spawning areas, and shellfish beds.	Coastal Zone Management-First Year Work Program
	2	Prohibit discharge of toxic pollutants into navigable waters; assist construction of waste treatment plants; develop and implement waste treatment management planning.	Federal	To control sources of pollution and to cooperate with other governmental agencies in the development of pollution abatement programs under grant from U.S. EPA through Section 208 Federal Water Pollution Control Act Amendments.	NYC Health Code Article 145-Water Pollution Control Section 208 Project
	3	Preserve free flowing condition of selected rivers and their scenic, recreation historic, etc., values.	Federal	To improve the Bronx River and its environment. To rehabilitate and preserve the buildings and environs in historic district	Bronx Borough Office-Policies
	4	Preserve free flowing condition of selected rivers; protect natural, scenic and recreational values or rivers and their immediate environs.	State	See above item 3	
	5	Maintain purity standards of state's waters, safeguard them by preventing new and abating existing pollution.	State	See above item 2	
	6	Assist municipalities to abate water pollution and protect groundwater supplies (1972 Bond Act)	State Federal	See above item 2	

TABLE NO. II.1
SUMMARY OF PLANNING POLICIES ACCORDING TO LAND USE/ACTIVITY AND COMPATIBILITY AMONG CITY, REGIONAL, STATE AND FEDERAL POLICIES

LAND USE/ACTIVITY AREA	POLICY	GOV'T LEVEL	COMPARABLE CITY POLICY	SOURCE OF CITY POLICY
Commercial and Industrial (continued)	5 Industrial waste treatment facilities shall be exempt from real property taxation.	State	Industrial waste treatment facilities are exempt from real property taxation.	New York State Real Property Law Section 477 - Tax Exemption for Industrial waste treatment facilities
	6 Air pollution control facilities shall be entitled to exemptions from real property taxation.	State	Same as above-NYC has to comply with NYS law	

TABLE NO. 11.1

SUMMARY OF PLANNING POLICIES ACCORDING TO LAND USE/ACTIVITY AND COMPATIBILITY AMONG CITY, REGIONAL, STATE AND FEDERAL POLICIES

LAND USE/ACTIVITY AREA		POLICY	GOV'T LEVEL	COMPARABLE CITY POLICY	SOURCE OF CITY POLICY
Commercial and Industrial	1	Assist small businesses in obtaining financing; assist low income and disadvantaged persons for small businesses; and assist concerns in complying with pollution control requirements.	Federal	O.E.D. will activate a City-wide local development corporation to provide Federal funds, on a nine-to-one matching basis, to small businesses for equipment and other capital improvements. To provide counseling and technical and financial assistance to new and existing minority businesses.	Economic Recovery (Dec. 1976) pp. 31-32
	2	Encourage and assist industrial and commercial expansion in designated areas to create new permanent jobs.	Federal	Zoning text amendments will facilitate on-site industrial expansion. These will include altering use regulations to reduce the need for certificates of occupancy when changing to a similar use...and to enable expansions despite minor non-compliance with present regulations.	op. cit. p. 48
	3	Assist financing construction of new and rehabilitation of existing industrial plants.	State	Designate and develop in-place industrial parks in a few built-up manufacturing areas in the City.	op. cit. p. 47
	4	Encourage location and expansion of business and industry in economically depressed rural and urban areas.	State	Within the ghetto there are many opportunities for creating new jobs and providing socially useful services at the same time. One way the City can do this is to foster creation of new businesses and activities. City prepared Overall Economic Development Plans (OEDP's) for the Bronx, Brooklyn, Queens and Manhattan to secure funds under Title IV of the Public Works and Economic Development Act of 1965 for areas characterized by high unemployment and low family income. 125th Street Development Plan and other projects funded under Public Works Employment Act of 1976 which in its allocations considers "among other factors (1) the severity and duration of unemployment in proposed project areas, (2) the income levels and extent of underemployment in proposed project area and (3) the extent to which proposed projects will contribute to the reduction of unemployment."	Critical Issues (1969) p. 30 Public Works and Economic Development Act of 1965 - Sec. 401 Public Works Employment Act of 1976 Sec. 107

TABLE NO. II.1

SUMMARY OF PLANNING POLICIES ACCORDING TO LAND USE/ACTIVITY AND COMPATIBILITY AMONG CITY, REGIONAL, STATE AND FEDERAL POLICIES

LAND USE/ACTIVITY AREA		POLICY	GOV'T LEVEL	COMPARABLE CITY POLICY	SOURCE OF CITY POLICY
Public Facilities and Services	1	Assist construction of public facilities to encourage economic growth in redevelopment areas and economic development centers.	Federal	The City is requesting funds from the Federal government for job-generating projects throughout the City, for new construction as well as infrastructure and site improvements.	Economic Recovery p. 61
	2	Assure efficient, effective, economic and environmentally sound solid waste management and resource recovery; assist local governments to meet challenge of solid waste management (1972 Bond Act).	State	Resource Recovery Task Force Study report which is near completion spells out the City's policy.	
	3	Assist municipalities to abate water pollution and protect groundwater supplies through construction of adequate treatment facilities (1972 Bond Act).	State	City is working closely with State to complete Section 208 contract for water quality management. Termination date on plan: March, 1978.	

ECONOMIC RECOVERY GOALS

As recently as three years ago forecasts of New York City's economy were generally optimistic. The local upswing in the late sixties was taken as an indication that the economy was sound. Emergent signs of decline were considered transitory and were assumed to be related primarily to weaknesses in the national economy.

Such is not the case today. Most forecasters now feel that without major corrective action involving all levels of government there is little prospect of either regaining the job base of the mid-sixties or of increasing output. Seven years of almost uninterrupted decline have made all observers very cautious about the future.

Declines in the local economy are not just a function of a contracting private sector; reductions in Federal, State and City employment and expenditures add to the severity of the situation. Because interrelationships exist among all sectors, a decline in one component of the economy puts pressure on the others. As private sector output and employment fall, disposable income declines and the City's tax revenue is diminished. It is estimated that between 1972 and 1975 the City government lost roughly $250 million in tax revenue because of private sector job losses that pushed the local unemployment rate three points above the national rate. In large measure owing to the especially severe impact of recessions on the local economy, the City has been forced to cut expenditures, which has had an additional depressing effect on the local business community.

The interaction between government expenditures and economic strength is a two-way street. The quality of services has a direct impact upon the City's attractiveness for business and industry and hence, on its tax base. The City must maintain an adequate police and fire-fighting capability; it must keep the street clean -- in fact, dissatisfaction with these services is often cited as a reason for a firm leaving New York City. At another level, the quality of the labor force is dependent upon the quality of the educational system; underfunding will surely prohibit one. And finally, the amenities which make New York City unique are not inexpensive. The libraries, museums, zoos, parks, gardens, concerts and other cultural events have historically received substantial tax-levy support. This support has been drastically cut back, as have expenditures for even more basic amenities such as well-paved streets. The City cannot survive as a home for discriminating residents or mobile businesses without these amenities, which constitute that elusive commodity, "quality of life."

For this reason, economic recovery goals cannot be defined in isolation from the fiscal goals of the City government. When the private sector prospers, the City treasury is enriched; when private enterprise slumps, or when the erosion of the economic base becomes chronic, the City coffers are drained. City services in 1977 are at virtually austerity levels. Some additional reductions in expenditures will be necessary to meet financial plan requirements for fiscal year 1978. However, it is evident that City services cannot further contract without having crippling effects on the growth prospects of the economy. To maintain even FY 1978 constrained service levels at the end of the next five years will require an increase in revenues to the City of some $1.8 billion annually to meet scheduled debt service costs and expected inflation in the cost of goods and services.

It is clear that to raise taxes further in New York would inevitably exacerbate the erosion of the tax base. Instead, economic activity must be expanded to provide needed revenues. Even if current taxes borne by business and industry are bearable, the propsect of continually spiralling rates is not; uncertainty with respect to tax burdens tends to encourage firms to leave.

A. Three Basic Goals

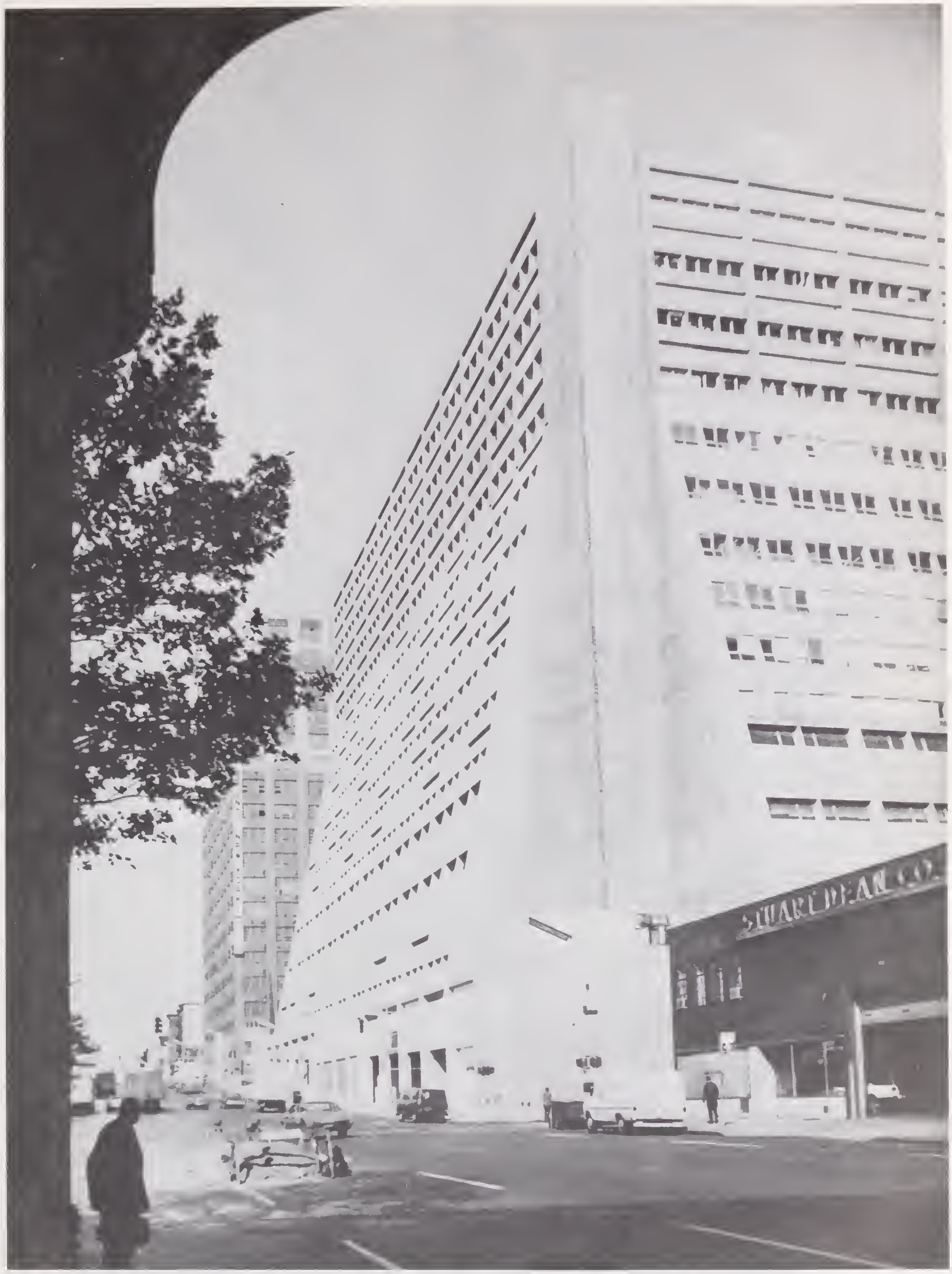
Taking all these factors into account, it is apparent that the City must pursue three goals simultaneously if it is to return to a level of acceptable prosperity. First, it must aim to expand the Gross City Product (GCP) (the total value of locally produced goods and services), partially by obtaining more income in the form of transfer payments and grants in exchange for the tax dollars it sends to Albany and Washington.

The expansion of the GCP will automatically move the City towards its second goal, to enhance fiscal capacity. Taxes which depend on income and profits will rise as GCP rises; these include the personal income tax, the corporate income tax, the unincorporated business tax, and the sales tax. This will proportionately enhance the fiscal capacity of the City, and help to maintain services at present levels, without raising taxes. In addition, property taxes which are slow to respond to changes in the economy, should stabilize and strengthen during the short run, improving prospects for growth in the long run.

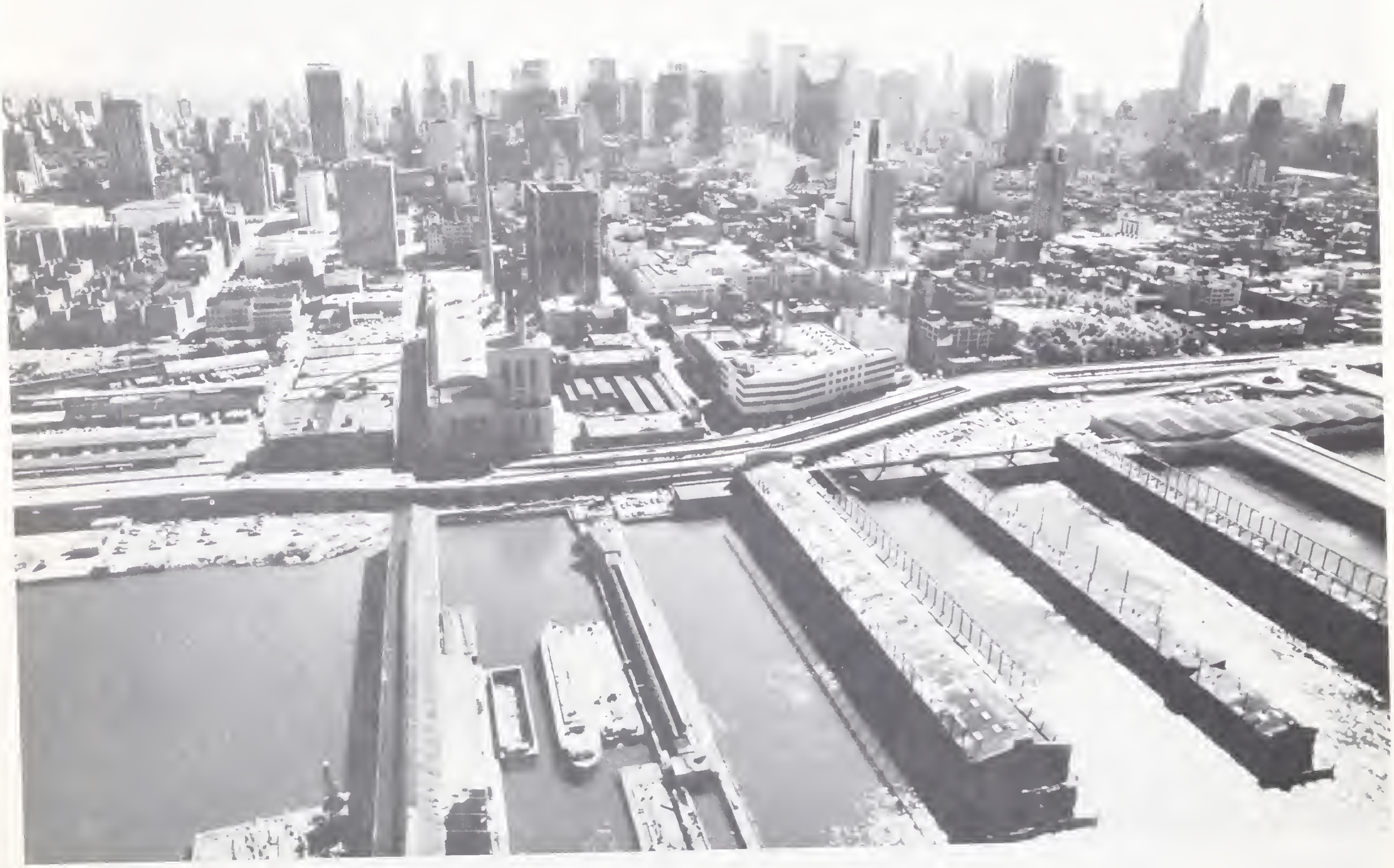
The third goal of the recovery strategy is to reduce the gap between the local unemployment rate and the national unemployment rate.

B. Economic Objectives Keyed to Land Use

The competitive advantage of a large urban complex is rooted in the sophistication of its economic linkages and in its high degree of specification. Interdependence and uniqueness differentiate both the amount and the quality of goods and services available in any big city from those available elsewhere. Linkages and specialization are important determinants of the locational decision for a wide variety of urban enterprises, whether their primary concerns be proximity to markets, to labor, to competitors or to suppliers.



Midtown Mart, a modern vertical industrial building on Manhattan's West Side. Built by Lazard Freres Company in the late 60's, it serves the Garment Center and other back-office operations of industry.



Midtown Manhattan's West Side: the 44th Street piers on the Hudson River, one of three sites under consideration for a new Convention Center in the City. (West Side Highway, center).

Nowhere in the United States is the complex of linked activities so intricate as in the City of New York. These activities encompass more specialties, more firms in the specialties, and in some sectors, larger firms, than any other American city, and perhaps more than any other world capital.

To be effective, an urban economic development strategy must be realistic. With some special short-run exceptions, the objectives of retaining existing firms in the city and of attracting new firms can be realized only if those firms are part of a profitable economic process.

While there are socially desirable reasons for supporting marginal entrepreneurs, such operations have little opportunity for steady growth or maintenance of high profits. Potential bankruptcy and low tax revenues are inherent drawbacks with marginal firms.

This does not mean that the City should or will concern itself only with triple A firms. It is the proper role of government -- Federal and State even more than City -- to encourage small businesses and to assist temporarily credit-shaky firms. In selecting such firms for aid, however, government must consider whether they are part of a stable or declining industry, and evaluate possible future changes in the industry, as well as the potential of the particular firm. The basic thrust of the City's economic recovery strategy must be to capitalize on its long-run competitive advantages.

New York City will not be a manufacturing town again, as it was in the 19th century, but it retains major advantages for certain manufacturing specialties: apparel primarily, along with jewelry and other fashion industries; printing and graphics; pharmaceuticals, and some special metal products. Attention will be devoted to assessing the needs of the city's relatively strong industries, and helping to solve problems for each industry as a whole. Among the major efforts currently underway with USEDA funding (302 planning grant to NYEDA) is the identification of manufacturing and/or processing activities with clear future possibilities for competitive operation in New York City. A realistic future target is for the City to have 440,000 manufacturing jobs in 1985, some 87,000 fewer than at present.

Non-Manufacturing and Service Opportunities

Outside of the manufacturing sector, several clusters of related activity constitute the major opportunity areas. These functions can substitute in large measure for the decline in manufacturing, in that they are also "export" goods and services which bring outside dollars into the City. These activities also have multipliers which, though difficult to quantify, may well approach or even exceed that of manufacturing. This is possible because the local multiplier is dependent upon the quantity of inputs purchased locally: a high manufacturing multiplier is created when large amounts of raw material and/or intermediate products are purchased locally. Today, however, with a consumer-oriented soft-goods manufacturing sector, New York retains relatively little intermediary production. The City produces little cloth for its apparel industry, and mills no paper for publishing. The largest portion of the City's manufacturing activity is in end products. The service sector, however, not only produces "end products", but creates a need for many intermediary or ancillary products or processes. The musician buys music printed here, and sometimes instruments manufactured here. The securities broker trades certificates printed here. The advertising industry buys acting talent and graphic skills here. While some portions of this broad and diverse bases are continually being spun off to locations outside the City, the core remains here, and there are potential advantages of proximity which will help it to remain here.

The City's dual strategy, therefore, will be to support existing jobs in the declining portions of the economic base, while making major efforts to attract new endeavors in stable or growing portions of the base.* Where the City already houses firms in a target industry, it will promote its advantages for them. Where the existing activity is not now represented in New York City, the City will search out new enterprises, even new industries and services as yet unidentified.

For both existing and new activity, specific needs must be identified, for of the array of tools and incentives that can be brought to bear, only some are applicable in the given instance. Hand-tailored programs will be implemented for target activities, to ease the conditions under which all must operate in a complex, fast-moving, challenging environment.

HOUSING POLICIES AND OBJECTIVES**

A comprehensive strategy for meeting the primal needs for housing and community revitalization will not be feasible until the City's economy recovers. Rehabilitation and neighborhood stabilization are the contacts for improving residential areas, in this strained situation. The following long-term objectives guide planning and funding of housing through the Community Development Block Grants program:

1. To reconstruct dilapidated areas.

2. To conserve the stability and viability of housing, by improving

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*Growth is the result of a dynamic process of decline in some areas and expansion in others. Local performance must be measured both relatively -- as compared to the region and the nation -- and absolutely. A very large growth rate, if from a very small base, is of less consequence in terms of jobs, gross city products and taxes generated than is a small rate of change on a large base. Further, while the City seeks to expand job opportunities, there will inevitably be beneficial situations in which jobs decline or hold steady while increased productivity generates increased value of output, adding to gross City product and to tax revenues.

**See New York City's 701 Housing Element (1976-77) for a complete discussion. City Planning Department.

infrastructure, revitalizing commercial strips, providing adequate community facilities and reinforcing City social services.

The short-term objectives are those towards which significant progress can be made in a three-year period. They are as follows:

1. To support and preserve existing housing units through programs designed to improve neighborhood streets, sewers, parks, libraries, etc.
2. To provide neighborhood amenities such as improved recreational facilities to enhance the marketability of privately-owned, privately-financed new or rehabilitated housing.
3. To continue the City's commitment to redevelopment of its Urban Renewal Areas.
4. To rehabilitate units of publicly owned housing.
5. To provide loans to enable the private sector to upgrade existing housing units.
6. To enforce laws aimed at maintaining decent, safe, standard housing units and providing equal housing opportunity.
7. To provide interim assistance to eliminate hazardous conditions in buildings where landlords are unable or unwilling to do so.
8. To stabilize neighborhood by sealing or demolishing unsafe buildings.
9. To provide public improvements to encourage private redevelopment and renovation in local commercial areas.
10. To provide infrastructure which addresses health and safety needs in residential areas.
11. To provide neighborhood amenities to reinforce publicly aided housing or commercial development.
12. To provide police protection and legal services to the residents of the Model Neighborhoods.
13. To improve the prevailing substandard environmental conditions which are hazardous to the residents of the three Model Cities areas.
14. To improve social conditions in the three Model Cities areas.
15. To provide health and safety services to stabilize neighborhoods in which Community Development physical programs are being targeted.

16. To focus planning and management activities in order to meet the Housing and Community Development Act's requirements and to make full and timely use of its provisions.

17. To coordinate historic preservation and building rehabilitation.

ENERGY POLICY PROPOSALS

Local law Number 24 of 1976, which established the Department of Environmental Protection, designates the Commissioner as having "the power and duty of formulating an energy policy for the City".

To strengthen the City's interagency energy coordination, the Mayor's Office in Summer 1976 directed the Department of City Planning to develop guidelines for a citywide energy policy complementing evolving federal and state policy. The summary outline below highlights land use-related proposals for controlling the energy problem facing the city and suggests goals and objectives to address the problem.

City Energy Policy: Land Use Implications

A. Achieve equitable cost for energy use

1. Federal and state actions:

   In accordance with federal law urge the federal government to equalize the price of refined oil in New York City and elsewhere in the country.

2. Utility rates:

   a. Encourage the Public Service Commission to allow higher energy rates for peak use periods where appropriate.

   b. Determine ways to reduce the adverse effect of the higher costs of these rates on businesses in the city and encourage the Public Service Commission to adopt them.

   c. Encourage the Public Service Commission to reduce the cost of emergency electric service for on-site power plants.

B. Conserve energy

1. Increase efficiency of energy use:

   Power production

   a) Power generation

      i) Determine the best mix between base and supplemental electric power plants.

      ii) Encourage the direct use of fossil fuels as much as possible.

      iii) Require the use of heat pumps for electric heating in new buildings.

b) Energy distribution

  i) Encourage the use of steam as much as possible.
  ii) Assist the development and use of technology to increase the carrying capacity of existing high power electric lines for the city.

c) Energy storage

  i) Determine the locations, storage capacities, and safety and environmental regulations for storage sites for oil and natural gas.
  ii) Determine the feasibility of using the city's upstate reservoirs for pump storage (in conjunction with the PowerAuthority of the State of New York).

  iii) Install flywheels in the subways and commuter trains, if the Metropolitan Transportation Authority's present demonstration proves successful.

  Iv) Assist the development and use of new energy storage technologies, e.g., improved batteries, fuel cells, flywheels that can assist the implementation of alternate energy systems in New York City.

C. Regulate power consumption

1. Land Use

  a) Develop regulations to encourage integrated utility systems in new large-scale developments

  b) Determine energy-efficient land-use patterns for the city and develop regulations to encouarge them

  c) Review building site regulations for energy efficiency

  d) Continue to emphasize the development of housing in midtown and downtown Manhattan and of regional subcenters throughout the city to take greatest advantage of existing electric and steam generation and distribution systems in off-peak periods, reduce the need for transportation, and provide the needed population densities for supporting public transportation.

2. Buildings

  a) Tie future fuel pass-alongs to tenants to energy conservation by landlords.

  b) Determine the best energy conservation measures for different building types and uses and for available funds.

c) Install energy conservation measures in existing and new municipal buildings.

d) Remove barriers and develop incentives for energy conservation in private buildings, utilizing existing laws and programs (e.g., J-51 tax abatement housing rehabilitation, municipal loan, Mitchell-Lama and urban renewal programs, zoning and building codes) and encouraging and creating new ones (e.g., federal and/or state tax abatement, low interest private loans).

e) Develop prescriptive and performance energy consumption standards and add to zoning and building regulations and City Planning Commission review process as appropriate.

f) Require metering of independently-controlled new heating and cooling systems.

g) Assist the development of low-cost techniques to convert master-metered buildings to individual metering.

h) Establish an energy conservation education program for building operators.

3. Manufacturing

a) Expanding the energy efficiency rating for air conditioners to other powered home appliance and business machines.

b) Purchase the most energy-efficient equipment consistent with use for city government operation.

c) Extend the use of city industrial development financing to energy conservation in industrial processing.

d) Review city industrial regulations for barriers to energy conservation.

e) Support the use of total energy systems for industry, where appropriate.

D. Recycle wastes

1. Energy

a) Encourage the retrofit of existing electric generating plants with waste energy recycling as much as possible.

b) Encourage all new electric generating plants to include waste energy recovery.

c) Use solid waste as a supplemental fuel as much as possible.

d) Use the methane from landfills and sewage treatment plants in substitution for natural gas.

e) Assist the reuse of waste heat and steam from electric power generation for space heating and cooling and industrial processing.

f) Support the reuse of waste heat and steam from industrial processing.

g) Support the reuse of waste combustibles from industrial processing as a supplemental fuel as much as possible.

h) Discourage the unnecessary use of powered home appliance and business machines during peak periods.

2. Materials

a) Support the reuse of crankcase oil and other waste oils.

b) Recycle bottles and cans (e.g., aluminum cans can be recycled for 25 percent as much electricity as is required to make new ones).

c) Sell city sewage sludge for fertilizer and use on city parks if price of oil-based fertilizer rises to competitive price to help reduce demand for oil. This would also save on rising cost of fertilizer and help dispose of city sewage.

E. Increase local power generation

a) Continue to cooperate with the Consolidated Edison Company, the Power Authority of the State of New York, the New York State Department of Environmental Conservation, and the New York State Energy Research Development Authority to use solid waste as a supplemental fuel.

b) Allow fossil fuel, but not nuclear, electric generating plants to be built in the city as needed, if properly buffered from the surrounding community and if able to meet safety and environmental standards.

c) Encourage solar energy systems, including "sun rights" zoning regulations and financial incentives, and use the systems on city buildings undergoing construction and rehabilitation.

d) Determine the feasibility of utilizing wind energy.

F. Minimize adverse socio-economic effects and maximize opportunities for improving socio-economic conditions

1. Equalize the burdens of the energy problem on social and economic activities and socio-economic groups.

2. Use positive effects and solutions to economic and social advantage, including, but not limited to such objectives as:

   a. Reduce business operating costs and thereby improve competitiveness.

   b. Reduce housing lifecycle costs.

G. Protect the public safety

1. Continue to prohibit the entry of large oil and gas tankers into New York City rivers.

2. Determine and rigorously enforce safety standards for oil and natural gas tankers and storage tanks.

3. Continue to allow pipeline distribution of fossil fuels to and through the city under strict safety and environmental standards.

4. Continue to prevent the shipment of radioactive material through populated areas of the city and encourage the substitution of more remote and secure locations for trans-shipment.

TRANSPORTATION POLICIES

Federal regulations require each urban area to develop a transportation plan covering highway and transit improvements under programs administered by the Federal Urban Mass Transportation Administration (UMTA) and the Federal Highway Administration (FHWA).[1] The five general planning goals proposed in the "Overview" of the draft comprehensive transportation plan are these:

1. Emphasis on improved management of existing transportation systems.

2. Maintenance and improvement of the City's economic health.

3. Support for social and environmental benefits. These include neighborhood protection and preservation, improved mobility for the elderly and handicapped, improved air quality and reduced noise levels.

4. Enhancement of mobility. (This entails an equation between facilitating access to homes, jobs, recreation and social gatherings and balancing the needs and demands of different groups for different purposes).

5. Optimum use of available resources: money, land, energy, technology and managerial capability.

These goals determine the further objectives and programs for implementing strategies within each of the six modes.

A. Subways

Mass transit, the crucial component in the City's transportation system, has been struggling for decades to overcome its staggering deficit. Operating costs, which had been rising at a 12% annual rate during the late 60's and early 70's, jumped more than 17% in 1974, following the Arab oil embargo.

In the vain hope of meeting subway operating expenses through fares, the City raised costs from a nickel to a dime in 1948. Three decades have taught the lesson that fare increases result in patronage declines, greater use of autos, a raise in the consumer price index, escalation of wages tied to the costs-of-living index, and the consequent loss of manufacturing jobs. These realities have led the City to adopt the following major policies for subway planning:[2]

1. Protect the fare against increases.

2. Increase budget funds for maintenance on a system whose costs far out-run the capabilities of the work force.

3. Build only the most urgently needed new routes.

These policies set the parameters for the Six-Year Transit Plan mandated by UMTA. Funding is predominantly federal dollars, used for fare subsidies as well as capital projects, as permitted by the federal capital grants program.

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[1] 23 CFR 450 and 49 CFR 613, quoted in "Transportation System Management, Supplementary Information on Development and Implementation of TSM Plan", Urban Mass Transportation Administration and Federal Highway Administration, December 1975.

[2] Transportation: Policy and Programs, op. cit. p. 5-7.

B. Buses

Private and public buses carry 2.4 million revenue passengers a day in New York City over some 200 routes totaling about 1000 line miles. The yearly totals are more than 700 million passengers using a fleet of over 4500 buses. Of these, express buses account for 18 million passengers annually, traveling 37 routes at a flat one-way fare of $1.50. Following are policies recommended by the City:

1. Attract more riders to the local bus system. Fiscal handicaps have made it necessary to cut back certain routes. Therefore, NYCTA and MABSTOA are studying ways of adapting existing routes to serve the needs of more riders or potential riders. One example is MABSTOA's proposal for a new surface transportation network in the Bronx which projects an 8% increase in patronage. Staten Island is targeted as the next area to be studied for reorganization of express bus routes and buses feeding SIRT. As funds permit, the other three boroughs will be reviewed with an eye to extending the serviceability of bus routes.

2. Consistent with the objectives of the Transportation Control Plan, lure more drivers of private cars into riding express buses.

Possible techniques include the establishment of exclusive bus lanes, such as those leading to the Lincoln and Queens Midtown tunnels and the City-operated bus lane on the Long Island Expressway. Another attraction might be to link more express routes with park-and-ride lots. To minimize the noise and pollution impacts of express buses on CBD congestion, on subway revenues and on neighborhoods:

a. Restrict express routes to limited access highways and commercial streets for the line haul portions of the run.

b. Use express buses as short-term relief for overcrowded subways.

c. Eliminate on-street layover activities where these increase congestion and conflict with pedestrians (e.g., Herald Square).

d. Prevent nuisances such as polluting air emissions from engine idling, through better training of drivers and vehicle maintenance.

e. Inaugurate express bus routes for outlying areas of the City that lack direct transit service--such as Co-Op City, Starrett City, other portions of southeast Brooklyn, eastern Queens and southern Staten Island.

C. Street and Highways

Streets and highways occupy more than 30 percent of the city's land area. Maintaining them in good condition is challenging at all times; in financially pressed periods, finding the $900 million-plus that planners estimate is needed for a six-year program in New York seems insuperable. Therefore, the Comprehensive Transportation Plan recommends the curtailment of all but the most critical programs of on-going maintenance. Priority goes to those policies which reinforce goals for other modes, for abutting land uses and for the City's comprehensive planning:

1. Identify the streets and highways of highest need, in allocating scarce funds for maintenance and improvement.
2. Maximize the City's ability to acquire matching federal funding. Funds for arterial upgrading are available through the Federal Aid Urban System (FAUS) Program (70% federal and 30% city or state), the Safer Roads Program (30% federal and 10% state), and the Public Works Program (100% federal).
3. Institute energy conservation measures in all transportation programs.
4. Incorporate the policy objectives of the New York City Air Quality Implementation Plan into transportation proposals for surface vehicles.
5. Upgrade transportation of goods and services on the streets and highways as a prime means of reinforcing the City's drive towards economic health.
6. Put high priority on improving the efficiency of surface transit modes. Systems management strategies will play a key role in enabling the City to make better use of existing facilities.
7. The City will be more sensitive to shielding residential communities from the negative impacts of street and highway programs. Planning and construction phases should minimize damage to community vitality and amenities.
8. Walking and bicycling are prized activities for ever larger numbers of residents. To enhance the safety, efficiency and pleasures of these non-vehicular modes, the City will develop separate bikeways and pedestrian malls where feasible and desired.
9. Federal programs have focused of late on the constraints which hamper mobility for the elderly and handicapped. Street and highway planning will incorporate strategies to enable these people to travel more freely and comfortably.
10. Community involvement will be stimulated in transportation planning through an on-going program of public information and open meetings.

At a more specific level, the City's objectives in planning the limited-access highway system are these:

1. To accommodate the greatest possible number of through trips on these facilities. (Careful analysis may be needed to evaluate how this objective relates to the TCP goal of cutting auto commuter mileage into Manhattan by 20 percent).

2. To improve the City's general environment.

3. To expedite traffic flow in the City's streets and highways. One strategy here will be to restrict truck traffic as much as possible to the limited access highways.

Urban Goods Movement

1. To satisfy the needs for more efficient movement of freight goods described earlier (Section 1), New York City will expand its efforts to plan a comprehensive, integrated goods movement program. Trucks will continue to dominate, but alternative rail and marine modes will be analyzed and incorporated into the comprehensive scheme.

2. System management goals are the thrust behind three current technical studies aimed at improving goods delivery: the Manhattan Truck Route Study, the Manhattan Garment Center Study, and the Manhattan CBD South of 60th Street Study. Among the proposals anticipated are several reflecting "Strategy D-3" in New York State's Transportation Control Plan, including freight consolidation, truck-only streets, reduction of rush hour deliveries, and expansion of after-hours' deliveries.

3. The City favors development of a more economical freight distribution system, perhaps through construction of one or more Transportation Facilitation Centers. These could be established in such underutilized areas as the Brooklyn Army Terminal, vacated by the Department of Defense in November 1975, or the empty Penn Central Rail Yard located between 30th and 39th Streets on 11th-12th Avenues, Manhattan.

OUTDOOR RECREATION POLICIES

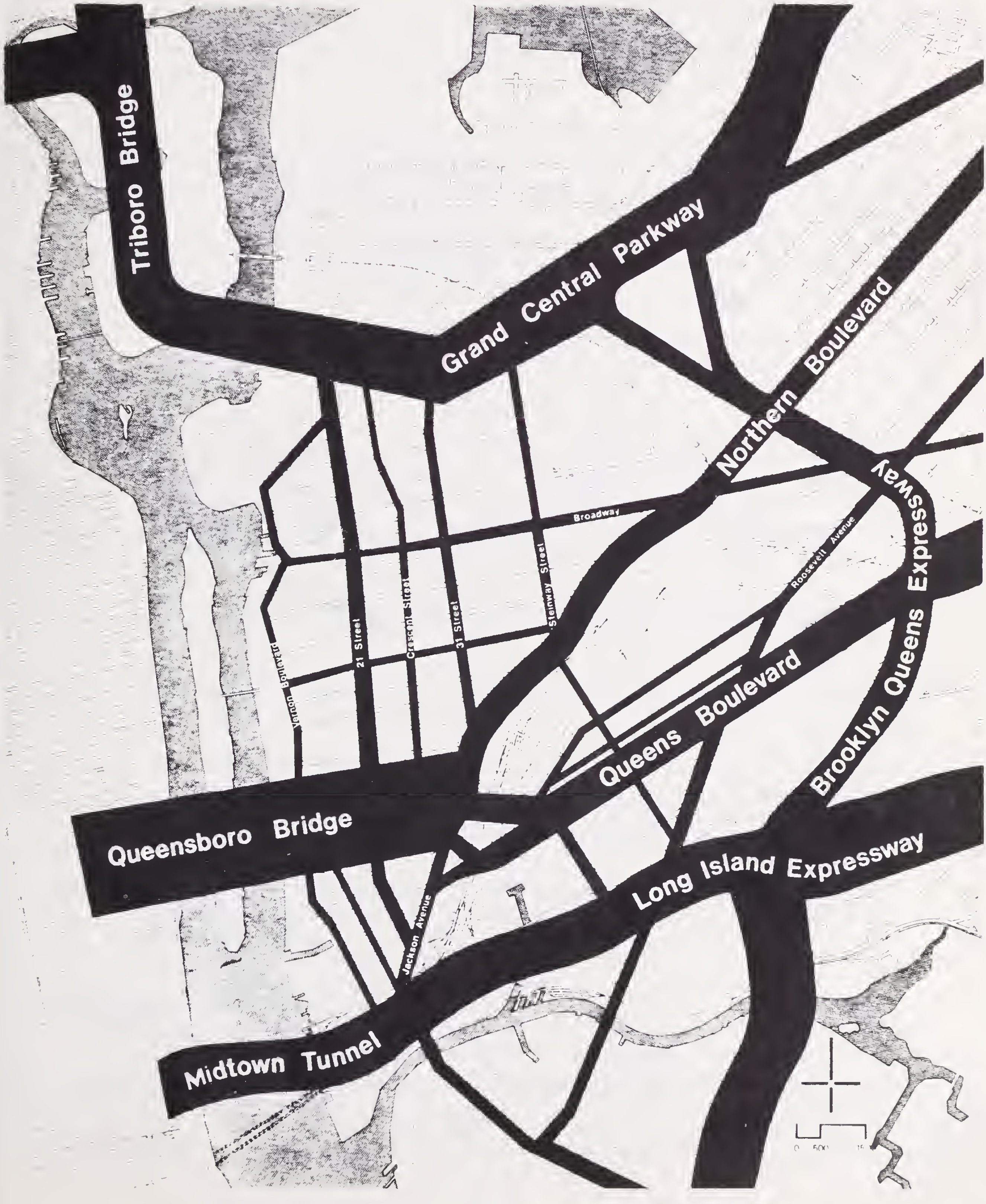
The basic New York City park policy is to maintain existing parks and recreation programming. Clearly, there is a policy to acquire no new parklands until maintenance and preservation problems are resolved.

Federal legislation inhibits a more equitable distribution of funds to more populous cities and bars maintenance, operations and indoor facility funding.

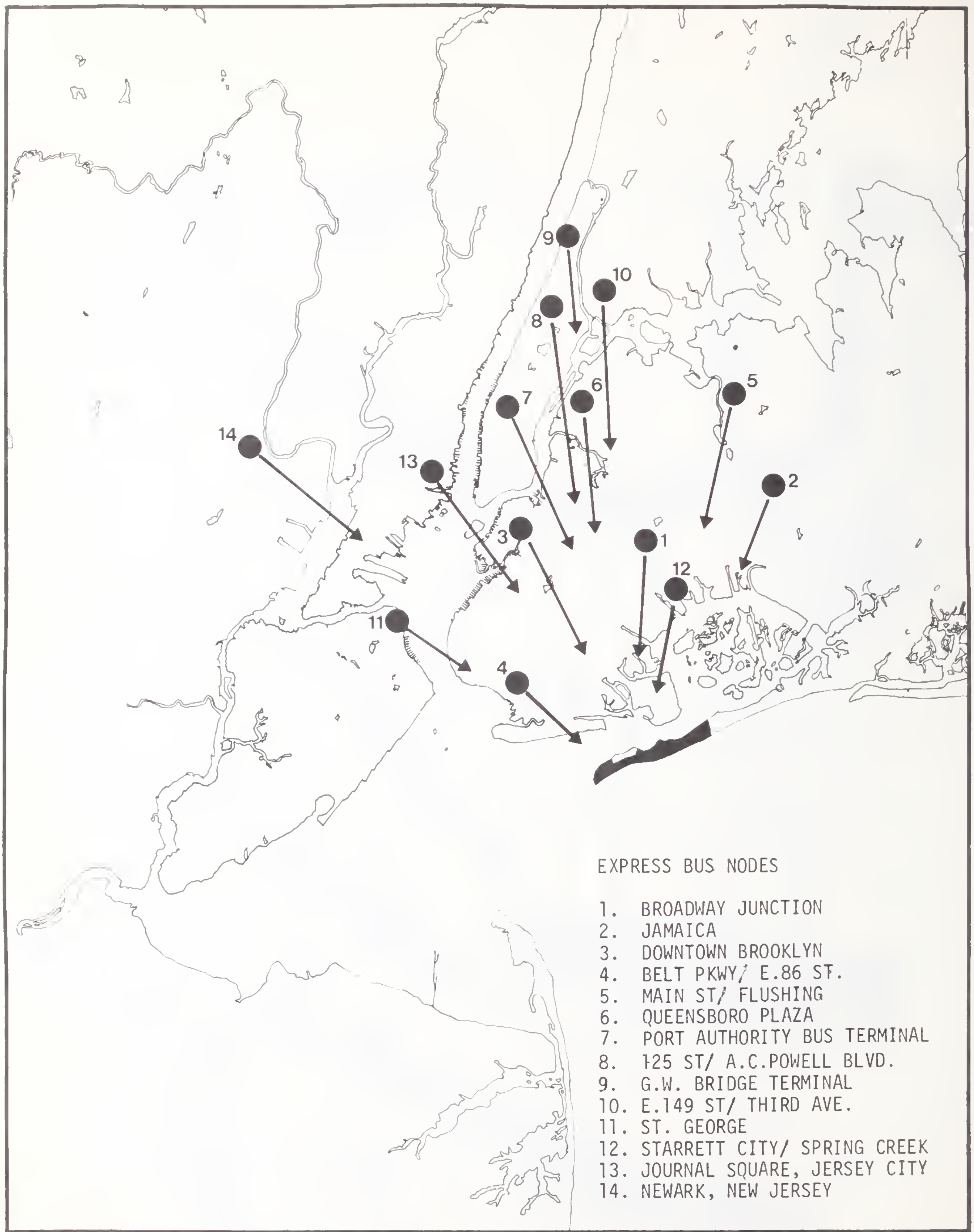
1000's of Vehicles per Day

0 20 40 60 80 100

Queensboro Bridge	143,073
Midtown Tunnel	75,219
Long Island Expressway	97,429
Brooklyn Queens Expressway	41,016
Grand Central Parkway	82,676
Queens Boulevard	70,000
Northern Boulevard	37,700
21 Street	29,923


Triboro Bridge
Grand Central Parkway
Northern Boulevard
Broadway
Steinway Street
31 Street
Crescent Street
21 Street
Vernon Boulevard
Roosevelt Avenue
Brooklyn Queens Expressway
Queens Boulevard
Queensboro Bridge
Long Island Expressway
Jackson Avenue
Midtown Tunnel
0 500

Traffic analysis of arterial roads in Queens plays a vital role in land use planning.



EXPRESS BUS NODES

1. BROADWAY JUNCTION
2. JAMAICA
3. DOWNTOWN BROOKLYN
4. BELT PKWY/ E.86 ST.
5. MAIN ST/ FLUSHING
6. QUEENSBORO PLAZA
7. PORT AUTHORITY BUS TERMINAL
8. 125 ST/ A.C.POWELL BLVD.
9. G.W. BRIDGE TERMINAL
10. E.149 ST/ THIRD AVE.
11. ST. GEORGE
12. STARRETT CITY/ SPRING CREEK
13. JOURNAL SQUARE, JERSEY CITY
14. NEWARK, NEW JERSEY

GATEWAY NATIONAL RECREATION AREA TRANSPORTATION ACCESS STUDY	SCALE 1"= 5 mi		BREEZY POINT UNIT/ACCESS OPTIONS EXPRESS BUS NODES	5

Other than funding, many problems directly affect the policy directions for open space planning for New York City. According to the Community Council of Greater New York, there are 27 federally funded programs administered by 14 different federal agencies. The problems of coordination are immense and frustrate attempts at integrated policy direction, not only at the federal level but also at the state and local levels.

Some inferences about desired policies on outdoor recreation may be drawn from New York City's testimony at public hearings which the State conducted, preparatory to updating its Comprehensive Recreation plan. (This meets the requirement of the Bureau of Outdoor Recreation that a State update its comprehensive plan every five years to qualify for grants from the Land and Water Conservation Fund.) Following are six key points in the City's position:

1. New York City should resolve its own local recreation issues while coordinating with regional needs and programs.

2. The State's comprehensive plan should coordinate with other federally funded programs underway in New York City, having implications for recreation. Among these are Section 701, the Coastal Zone Program, Section 208 Areawide Waste Treatment Management Program, Gateway National Recreation Area, and the Bureau of Outdoor Recreation study of Urban Recreation Needs.

3. Particular concern should be given to developing relevant neighborhood programs that will aid in maintaining our parks.

4. A concrete response is needed to requests for delivery of recreational services to our elderly, handicapped and poor and moderate income families.

5. Major land use issues affecting recreation should be evaluated in proposals such as the proposed Westway arterial and the State Park projected for the roof of the North River Pollution Control Plant, West 135th Street, Manhattan.

6. Access should be provided to major park and recreational areas especially for our elderly, handicapped and poor and moderate-income families.

A. Coordination of Policies

The Department of Parks and Recreation is responsible for administering policies for the operation and maintenance of the park system as well as various recreational programs. There are also a host of other agencies, public and private, involved in recreational services: the Mayor's Office of the Aging, the Youth Board, the Department of City Planning, the Mayor's Office of the Handicapped, the New York City Board of Education. Also included are non-profit groups such as the Y's, the Community Council of Greater New York, the Parks Council, the Hudson Guild, the Girl Scouts, the Federation of Protestant Welfare Agencies, and Federation of Jewish Philanthropies. Better coordination among these public/private bodies is needed to improve policy articulation, as well as service delivery.

B. Gateway National Recreation Area Policies

Gateway National Recreation Area, created by federal legislation and administered by the National Park Service, is one of two major Federal urban parks in the United States. The Department of City Planning issued a report on Gateway's problems entitled "Review by the City of New York of the Draft General Management Plan for Gateway National Recreation Area -- Issues and Recommendations". Among the issues that relate directly to park policy are the difficulties of transportation access to Gateway, the lack of providing any policy concerning surrounding land uses, and the lack of a coordinated recreation policy. Several points were spelled out in the report:

- a policy statement is needed within the General Management Plan defining the role of the Park Service in the provision of recreation programs, including the relationship of recreation programs to specific user groups;
- coordination of Gateway recreation programs with other Federal, State, and City funded recreation programs in the region;
- expansion of trained recreation programming staff at Gateway, and coordination of training programs with other agencies in the region;
- review by appropriate City agencies and affected Community Boards of the scope of services for the Gateway Recreation Plan;
- a feasibility analysis of alternative means for provision of recreation programs, e.g., recreation corporations and contracting with public and voluntary agencies.

There remains an urgent need for the City to develop a unified set of short- or long-term policies, in place of ad hoc responses to individual dynamics of particular factors in a particular neighborhood.

ENVIRONMENTAL POLICIES

New York City has recently begun to articulate policies for environmental planning in such areas as water quality improvement, coastal zone management, solid waste management and air quality improvement. Citizens groups, such as the Community Boards and special interest bodies such as the 208 Citizens' advisory committee, are working with the city's professional staff in shaping goals, objectives and policies for planning. Because this is a preliminary stage of environmental programs, these policies are still evolving and have not yet been adopted officially.

A. Water Quality Management

Through the 208 project, New York City has begun to lay the groundwork for a 20-year plan of water quality improvement. In the initial stages, the city's staff from the Department of Water Resources and the Department of City Planning joined with citizens to define goals. The starting point is the federal law (PL 92-500) which sets these overall policies:

1. The nation's cities must attain swimmable and fishable water by 1983.
2. By 1985 the nation's cities must attain federal water quality standards, which are still open to discussion at this point.
3. Protection of groundwater resources shall be planned and implemented.
4. The nation's cities shall provide environmentally sound development within the 208 Area.
5. Citizens shall work closely with the City in delineating goals, objectives, alternate plans and the selected plan for water quality improvement.

The Project Control Program for the City's 208 project received federal approval in June 1976, after nearly a year's work. The specific objectives by which the City intends to achieve its broad goals include the

8. Groundwater: Identification of the locations, supply capacities, and recharge areas of the major aquifers and plans for ensuring their protection.

9. Management: Establishment of a management program which can effectively implement the 208 plan developed.

10. Public Participation: Ensure that the interests of local governments and the general public play a major role in the overall program development process.

These starting-point objectives have been refined in numerous meetings of the inter-agency staff Task Force and the Citizens Advisory Committee, some of which were in effect joint sessions of the technical team and the residents. A series of "Objective Sets" have been itemized and mapped, showing locations for desired uses and general levels of water quality in the planning area. In the time remaining till presentation of the Draft Plan for public review, these objectives will be narrowed to specific sites.

B. Coastal Zone Policies

To establish long-range goals and short-term objectives, the City project to develop a plan for Coastal Zone Management complies with those spelled out in the federal law (PL 92-583). In addition, the City's planners identified four critical issues of conservation and development to serve as criteria in defining permissible uses within the coastal areas: diversity, intensity, aesthetics and accessibility.

1. Four Criteria:
Diversity earmarks the City's coastal areas, which constitute an estuary with 578 miles of shoreline and 300 linear miles of land bordering active streams and rivers feeding the estuary. International shipping, bird preserves, beaches, housing, industry and other man-made structures and open space for recreation indicate the variety.

following elements:[1]

1. Municipal Wastewater Facilities: Identification of specific service areas within the 208 planning area, and establishment of a list of priorities and a schedule for construction of needed collection and treatment facilities.

2. Waste Load Allocations: Establishment of the waste assimilating capacities of the area's water bodies including major tributaries within the 208 area.

3. Non-Point Source Pollution: Location of and control of significant sources of non-point pollution. Includes: solid waste disposal, construction activities, waterfront activities, harbor activities, oil spills.

4. Storm Drainage: Control of storm drainage problems which presently contribute to the water quality problems within the 208 area. This would include treatment and/or control of combined sewer overflows.

5. Land Use: Development of land use controls which will aid in restoring and protecting the water quality of the area's surface and groundwater resources.

6. Water Quality Standards: Studies will be undertaken to determine if the present water quality standards are acceptable or need to be modified.

7. Water Quality: Restoration to a degree that enables the resumption of fishing activities throughout New York Harbor, and water related recreational activities in feasible locations (e.g. bathing beaches).

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[1] Project Control Program - 4th Edition.NYCEPA Department of Water Resources and Department of City Planning. Section 1, p. 2-3. April 30, 1976.

Note: This page, which follows 107, was inadvertently omitted in publication.

Intensity measures population demands on the coastal area in this dense metropolitan region. Some commercial districts yield density estimates of 1,000 people per acre; residential density ranges from 10 to 1,000 people per acre.

Aesthetics is the rubric for classifying uses which afford pleasure as well as utility. It calls for a study of beaches, for example, in terms not only of size and public access routes, but also according to view lines, surf, shelter, openness and cleanliness.

Accessibility is a paradox: how much of it should, or can, be fostered before its abuse destroys the very treasures which the public demands to enjoy? Can visual access to the shoreline and the waterfront compensate for some barriers against physical access to those points? At what points must the waterfront be restricted, to protect natural features, aquatic life and water quality?

2. The City now has proposed these five major planning goals:

   1. Conserve the coastal area resources, while permitting compatible development.

   2. Enhance waterway, land and waterfront quality in the coastal area.

   3. Insure public access to the coastal areas, with optimum use of energy-saving public transportation.

   4. Promote public education, understanding and involvement in the planning, development and management of the coastal area.

   5. Coordinate the plans, programs and projects of various governmental and private interests involved in the coastal zone.

3. Consistency and Compatibility of Goals

To test the consistency and compatibility of the City's goals with those laid down by the federal and state governments, New York City analyzed these. It was assumed that state goals corresponded closely to those of the national legislation. The following chart shows the City's analysis of its own goals and how they compare with those of New York State.[2]

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[2] Source: Report of New York City's First Year Work Program, Coastal Zone Management. Department of City Planning. April 1, 1976.

Table II.2

COASTAL ZONE MANAGEMENT GOALS AND OBJECTIVES:ANALYSIS OF NEW YORK CITY AND NEW YORK STATE

New York State Program	Most Compatible NYC Goal or Objective[3]	Analysis
GOAL 1		
TO PRESERVE, PROTECT, DEVELOP AND, WHERE POSSIBLE, RESTORE AND ENHANCE NATURAL RESOURCES OF THE STATE'S COASTAL ZONE FOR THIS AND SUCCEEDING GENERATIONS.	1	NYS goal is broader in scope. The NYC goal recognizes the more immediate need for conservation.
a. Preservation of the Wetlands through public acquisition, enforcement of the Tidal Wetlands Act, and comparable acquisition and legislation for the protection of freshwater wetlands.	1a	Objectives substantially the same, NYC not seen in position to undertake acquisition or Tidal Wetlands enforcement.
b. Protection, restoration and maintenance of unique and high quality wildlife and vegetation habitats, fish spawning area, and shellfish beds.	1b	Modification occurred to relate NYC objective to 208 program.
c. Protection and preservation of distinct geologic formations such as dunes, barrier beaches, island, bluffs and cliffs and unique features, such as the Palisades and Niagara Falls.	1e,ih,1i	NYC goals broken up into greater levels of specificity to reflect identifiable local needs.
d. Regulation of the use and removal of mineral resources, particularly sand and gravel, natural gas, and off-shore oil deposits.	1f	Objective identical.
GOAL 2		
TO PROVIDE OPPORTUNITIES, FOR THIS AND SUCCEEDING GENERATIONS, TO ENJOY AND TO USE AMENITIES WITHIN THE COASTAL ZONE.	2,3	The NYS goal is seen as too general for NYC where such needs have been adopted as policy in numerous public statements. NYC goal 2 emphasizes the need for environmental improvement and NYC goal 3 emphasizes the need for access. In NYC, the combination of these two goals is viewed as the proper local expression of the state goal.

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[3] This column refers to the five major goals listed above. They appear in greater detail in Coastal Zone Management -- First Year Work Program DCP, April 1, 1976.

a. Provision of opportunities for public access and for public recreation in the coastal zone.	3,3a,3b,	The NYS objective has been made more specific and broken up into four objectives.
b. Preservation and enhancement of high-quality and varied scenic views and vistas.	3b,3c	The NYS objective has been broken up into two NYC objectives to reflect local management structure and a translation of state objectives to meet local conditions.
GOAL 3		
TO PROMOTE THE HEALTH, SAFETY, WELFARE, AND ECONOMIC WELL-BEING OF ALL CITIZENS THROUGH WISE USE AND MANAGEMENT OF THE STATE'S COASTAL ZONES,	1-5	NYS goal judged to be too general to reflect local needs. This goal is addressed in all NYC goals and is the sum of the over-all CZM program.
a. Promotion of orderly development within the coastal zone, particularly over large tracts of undeveloped land, along beachfronts, and along shorefronts of lakes, rivers and streams, so as to avoid land use conflicts and the unnecessary degradation of natural resources.	1-a	Physical description not particularly relevant to NYC. Closest NYC objective is where intent is the same.
b. Provision for planned development of environmentally sound statewide and regional infrastructure facilities such as deep-water and land-based ports, power generation and transmission facilities, sewage treatment facilities, facilities for the transportation, refining, storage and distribution of fossil fuels, and other water-oriented commercial and industrial developments essential to the economic viability of the State and its coastal communities.	2e	Focus and intent are virtually the same.
c. Improvement of air and water quality in order to meet required standards.	2c	The relevant NYC goal focuses on development which is with environmental criteria within the Coastal Zone. This reflects a reliance on '208' and AQMP (Air Quality Maintenance Plan) to set such standards and propose measures for their achievement.
d. Assurance of the adequacy of water supply, including the protection of watersheds, aquifers, and recharge basins.	2a,2c	Relates to problems which are more prevalent in other areas of the state. NYC objectives are not in conflict. Relevant NYC objective have been modified to reflect local issues.

e.	Promotion of wise uses in such natural hazard areas as flood plains, stream belts, bluffs, dunes and barrier beaches where development could unreasonably endanger life or property.	1a, 1b, 1e	Emphasis on local needs and
f.	Preservation of high viability agricultural and forest lands.		This objective is not relevant to New York City.
	GOAL 4		
	TO COORDINATE THE PLANS, PROGRAMS AND PROJECTS OF VARIOUS GOVERNMENTAL AND PRIVATE INTERESTS INVOLVED IN THE COASTAL ZONE.	5	Identical goals
a.	Effective monitoring of federal, interstate, State, and local plans, programs, and policies in order to avoid duplication and waste.	5a	NYC objective recognize specific governmental jurisdiction with which coordination will be necessary.
b.	Assurance of opportunity for public interests to be represented in the development and implementation of a coastal zone management program.	5c	NYC objective reflects desire to establish overall program of public participation. While intent is the same, NYC objective extends commitment.
c.	Assurance of compatibility of a coastal zone management program with existing and future public programs and policies.	2d, 5a	NYS goal sum of two NYC goals. Permits greater degree of evaluation.
d.	Identification and coastal zone development decisions having regional or statewide implication and the development of policies and procedures for making development decisions when local and regional or statewide interests are in conflict.	5a, 5b	NYC objectives only somewhat analogous. This objective relates primarily to main CZM participant and not to local contractors.

Roosevelt Island community in the East River. This attractive new development by the Urban Development Corporation, serviced by New York City, offers people of different incomes the beauties of New York's waterfront. Compatible with waterfront management goals, it also strengthens the City's tax base.

Breezy Point Peninsula, part of Gateway National Recreation Area on the Atlantic Ocean. City and Federal planners are working together to improve public transportation access to this unique natural treasure.

C. Solid Waste Management Policies[4]

Since all available space will be exhausted by 1985, the City's main goal is to find alternative means of refuse disposal. The sub-goals, tailored to the previously mentioned needs and based upon development of refuse disposal facilities, are as follows:

1. The new facilities must be environmentally compatible with existing city goals.
2. Site selection must be compatible with City land-use policies to minimize impact upon existing communities.
3. Facility sites should have good transportation accessibility in terms of distance and impact on existing traffic patterns.
4. Facilities should be as cost-effective as possible. They should also be flexible in terms of their ability to accept new equipment, should additional material-recovery processing appear feasible.

The following policies and concepts have been developed to realize these goals:

1. Environmental Compatibility

In order to satisfy both environmental and economic objectives, the construction of new incinerators without energy recovery for refuse disposal is unacceptable. To minimize the deleterious impact on the environment of any new refuse disposal facility, the ability to utilize processed refuse for fuel applicability is a plus factor. Practically all volume reduction systems require some form of combustion. While some systems produce less pollutant emissions than others, utilization of combustion to produce energy will minimize fossil fuel burning, creating a trade-off beneficial to the environment.

Refuse can be generically categorized into two major components: that portion which is burnable and that portion which is not.

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[4] This section is extracted from Comprehensive Solid Waste Management Plan for Refuse Disposal and Recovery of Material and Energy Resources. (Summary Report.) NYC Department of Environmental Protection.

The City policy regarding alternative disposal systems seeks to utilize for fuel purposes the light burnable component; where feasible, the City plans to recover and market the remaining heavy fraction. In the normal incineration process the heavy fraction, composed primarily of ferrous metals, aluminum, glass, and other inorganic materials, remains as residue after combustion. Depending upon the process employed, the City will attempt to recover those materials which are marketable cost effectively either prior to or after combustion. At present the only material which appears cost effective for recovery is ferrous metal, which is easily extractable from the refuse stream through magnetic separation.

In general, current technology is available to process refuse for energy utilization and other types of materials recovery. Such systems, however, require a large capital investment and also adequate space. Siting for such facilities requires an adequate transportation infrastructure; also it must be compatible socially with both existing and proposed land usage.

Practically all alternative refuse-disposal systems which seek to recover resources and/or burn waste leave some form of residue. The residue may be either ash or non-burnable/non-recoverable materials in the refuse stream. Therefore, the site should be relatively close to a landfill or have access to barge transfer so that trucks do not have to travel long distances for the disposal of such residue.

2. Site Selection

The siting of any resource recovery facility is dependent upon a number of factors. The location should be within a manufacturing zone where industrial activity is permitted. Also, the site, depending upon the process employed, should be located at a sufficient distance and/or be adequately buffered from residential neighborhoods. Further siting should not be in close proximity to certain institutional uses such as hospitals or large retail/commercial areas. In facility siting, it is important to satisfy City-wide objectives of refuse disposal without jeopardizing the economic and social viability of existing communities.

To satisfy both siting and transportation accessibility goals the City has adopted a general policy to utilize existing refuse disposal sites for new facilities wherever possible. For example, the first facility is to be located at the site of the former 215th Street Incinerator in upper Manhattan. Such a plant, optimally planned to process 1,000 tons per day, would serve the double purpose of reducing refuse going to the Fresh Kills landfill and reducing sanitation collection costs in an area of the City where they are extremely high.

Alternatively, the City may be required to capitalize and operate a number of refuse disposal facilities as a governmental responsibility. It must be understood that given the seriousness of finding alternative means of disposal by 1985, even if new facilities are more expensive than present landfill operations, they will be necessary. Therefore, it is imperative that while the least expensive system is desirable in comparison with present costs, alternative systems must be assessed against each other and in terms of their non-cost-related public benefits.

3. Transportation Accessibility

The transportation infrastructure should be sufficient to accommodate large numbers of sanitation vehicles in roadways with generally low vehicular volume. Such routing should attempt to minimize interference with normal traffic circulation. Also, since some construction waste is disposed at sea, waterway access should be provided to some of the sites where deemed appropriate. Additionally, refuse disposal facilities should be sufficiently decentralized, where possible, to cut down vehicular travel time. Obviously, if refuse must be carted long distances from opposite ends of the City, the costs of labor, fuel and maintenance of trucks will escalate accordingly. Therefore, efficient distribution of disposal sites throughout the City serves as another consideration in planning for solid waste management.

4. Cost Effectiveness

It is generally accepted that any alternative disposal system will cost more than landfill. At present, there is no process known on the market which would induce a private corporation to receive and process raw refuse without some form of public subsidy. Usually this subsidy takes the form of a "tipping fee" charged on a per ton basis. Thus, any process costing less than the present $7.62 per ton spent for waste disposal via barge-fed landfills would be considered both attractive and feasible. Before any contract is let, the City plans to negotiate with each prospective contractor for an arrangement benefiting the City, either through resource recovery or refuse-to-energy utilization.

D. Air Quality Policies

The City's policies on air quality improvement derive from federal and state laws. Essentially, the City must produce a plan which will permit compliance with the standards for reducing emission of pollutants. At this writing, the City is seeking to satisfy a federal court order in this field, which focuses on the control of mobile sources of contaminants.

Old and alone in the City, a person needs help from friends and community.

Preventive services, particularly for children, are increasingly important in New York City.

HUMAN SERVICES POLICIES AND OBJECTIVES

A number of agencies dealing in the human services area prepare detailed plans for the forthcoming year. These plans are developed with the parallel state agencies and with significant citizen participation.

A. Health Services

Seven billion dollars were spent last year in New York City on personal health services: over nine hundred dollars per person. Government is financing almost 60% of these expenditures in New York City and has a major stake in maximizing cost-effectiveness.

1. The City of New York is working closely with the Health Systems Agency of New York City (HSA), the federally-funded health planning agency which was established under Pub. L. 93-641. Ten of the 95 board members are ex-officio city officials. Five of the 25 members of the executive committee are ex-officio city officials, with the City's Commissioner of Health chairing that committee. In addition, senior staff from City agencies function on the technical committees and task forces of the HSA. That agency is developing its health systems plan, and an annual implementation plan which addresses many of the current problems on the availability, accessibility and distribution of health services.

   These plans are being developed with considerable input of local citizens. Federal law requires the central board of the Health Systems Agency to have a majority of consumers (i.e., non-providers) of health care. Also, the HSA operates through a network of 33 district boards, each of which has a consumer majority. All project reviews and planning flow through through the district boards. A prime goal is to equip the municipal hospital system to serve the people of the city more effectively.

2. The New York City Planning Commission in the early 1970's, troubled by the mushrooming of nursing homes, health related facilities and DCFs for Adults, amended the Zoning Resolution to insure greater control of density of development and dispersion of facilities throughout the City. An amendment in March 1973 required sponsors of nursing homes and DCFs for Adults to obtain special permits if they wanted to exceed the residential bulk.

3. In January 1974 the Zoning Resolution was further amended to control the dispersion of nursing homes and health related facilities in the City. A designation was made specifying 24 Community Planning Districts as areas where such facilities existing and proposed were heavily concentrated. Construction of new facilities or alteration or expansion of existing facilities in these designated areas was possible only through the issuance of a special permit by the City Planning Commission. Also, sponsors of DCFs for Adults, regardless of location, are required to obtain Special Permits from the City Planning Commission for all new or altered DCFs for Adults. To meet the conditions required for the issuance of Special Permits for Bulk or Special Permits for Use, specific land use criteria had to be met.[1]

   Certainly size is one of the most significant variables when developing legislative, administrative or zoning criteria for determining where to locate these programs. Other crucial factors are: (1) Do these residential programs primarily serve people from the communities where they are located? (2) Do these programs have linkages with adequate back-up services which will not greatly increase local costs? (3) What safeguards are built in to minimize any additional social problems for the community in which they are located? (4) How is the community to be involved in the siting and operating of programs of the CRFs? and (5) What are the procedures which have been developed to deal with problems or complaints between the residents and the community?

4. The 1976-80 plan covering mental health, mental retardation and alcholism services in New York City issued by the New York City Department of Mental Health and Mental Retardation Services in accordance with PL. 94-63 includes the following long-range goals:

   . Develop a unified system of care.

   . Provide care on a regional basis.

   . Ensure that services are available, accessible, appropriate, and sufficient in quantity within budgetary constraints.

   . Maximize consumer participation in all levels of the planning system.

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[1] NYC ZR 74.90

A social service professional seeks to understand the concerns of a patient and to provide help for after-care when the patient returns home.

A nurse comforts an ambulatory patient in one of New York City's hospitals. To serve the City's 7.5 million residents, the health services network encompasses 125 hospitals (private and public), 155 skilled nursing facilities and 20,000 physicians.

In the 1977-78 component of the 1976-80 Plan, it is noted that the fiscal crisis had motivated the Agency to shift emphasis from the creation of new programs or the expansion of existing programs to the "development and utilization of existing resources for the delivery of mental hygiene services". The Department is also involved in redefining catchment areas that will be consistent with the Community Districts recently established for municipal service delivery and other purposes, in implementation of the New York City Charter Revisions passed in 1975. It has therefore been engaged in developing "service delivery models which will allow for micro-planning at the catchment area level and macro-planning at the borough level." (1977-78 plan, NYCDMH&MRS, p. 2).

This plan was developed in conjunction with the borough federations comprised of citizen consumers and representatives of providers. In addition, for mental health services there are sub-regional groups to deal with particular issues within decentralized jurisdictions.

The Department is also reviewing the restructuring of its consumer-provider federation, the better to meet changing emphases in planning, evaluating and monitoring.

B. Social Services

The Human Resources Administration has the major responsibility in New York City for alleviating the burdens of unemployment, poverty, crime and poor health. While the need for these services has increased due to the deteriorated economic circumstances facing the residents of New York City, the funding for the provision of these services has been shrinking. Therefore, it is all the more urgent to adopt policies and procedures which will improve service delivery and reduce mismanagement, including cost over-runs. To accomplish these goals, HRA has instituted an agency-wide reporting system for expenditures, revenues, specific goals of service improvement and cost containment.

The social services goals and objectives are developed in the comprehensive Annual Social Program Plan Component as required under Article XX of the Federal Social Security Act. This is developed in conjunction with the Department of Social Services Advisory Board. This group, which is mandated by the State, is comprised of 20 individuals representing service providers and individuals. There are also a number of advisory groups which cover specific program areas. In addition 26 local client advisory groups have been developed by the staff of the director of each of the local income maintenance centers.

Social Services Objectives

1. Achieving or maintaining economic self-support to prevent, reduce or eliminate dependency.

2. Achieving or maintaining self-sufficiency, including reduction or prevention of dependency.

3. Preventing or remedying neglect, abuse, or exploitation of children and adults unable to protect their own interests, or preserving, rehabilitating or reuniting families.

4. Preventing or reducing inappropriate institutional care by providing for community-based care, home-based care or other forms of less intensive care.

5. Securing referral or admission for institutional care when other forms of care are not appropriate, or providing services to individuals in institutions.

6. Providing adequate and appropriate levels of health care for income-eligible city residents.

7. Providing meaningful subsidized employment, training and unsubsidized job placement opportunities to the severely disadvantaged segments of the City's unemployed or under-employed labor force.

Cost Containment and Management Goals

1. Automation of clerical and reporting processes wherever possible for the purpose of improving service delivery, reducing ineligibility and fraud, and providing more immediate access to current expenditure to avoid cost overruns wherever possible.

2. Instituting an agency-wide reporting system to monitor goals achievement, expenditures, revenues, service levels and task accomplishments.

3. To maintain service levels and improve them whenever possible, with reduced financial and staff resources.

Community Residential Facilities Development Goals

1. To develop government processes which guarantee an equitable distribution of community residential facilities which meet the needs of each community's resident and improve the quality of life for all.

2. To develop an overall co-ordinating mechanism for community-based residences that guarantees accountability and high levels of services to residents of CRFs and guarantees that no community will be overburdened with these programs.

C. Public Safety Policies

The Criminal Justice Coordinating Council has identified five broad directions for its comprehensive criminal justice plan. These include the improved management and administration of the system, efforts to reduce crime and to improve the quality of justice. While not specifically addressing land use considerations, they do affect them indirectly. The image of crime in the City has been one of the factors that cause businesses as well as individuals to relocate outside the city. The more that can be done to dispel exaggerated impressions of crime in this city and to control the situation, the greater will be the investment potential for the City.

D. Education Policies

1. In some cases there will still be need for additional school capacity. In any case, the City Planning Department evaluates every proposed housing development or conversion which changes the number of units to determine whether existing school facilities are adequate.

    a. In the South Richmond Development area, the Planning Commission has adopted a certification procedure, whereby each proposed development is analyzed as to the number of children likely to move in and the capacity of nearby schools. The junior high schools in South Richmond are crowded and it probably will be necessary to construct another school within the next five years.

    b. When the Ruppert Brewery development was proposed a number of years ago, analysis indicated that the schools surrounding this large-scale project were so underutilized that new elementary or junior high school capacity would be unnecessary. A new high school was proposed but subsequent developments, including a rental and a purchase of small high schools in the area, led to the abandonment of the proposed Park East High School.

2. In general the thrust of future school building programs will be the repair, renovation, and modernization of existing buildings. This preserves the plant, usually facilitates the educational program, and gives a shot-in-the arm to the community. In spite of declining enrollments, most school buildings will remain in use and, particularly the elementary school, will continue to be a neighborhood focus.

    Families in the neighborhood will continue to require school buildings and playgrounds in good repair, accessible by short walk or bus; uncrowded schools; a well-run program and availability for community use. The more a school is used, the less vandalism occurs. Accessibility is extremely important for parents, both during the day, evening and summers.

3. The type and timing of school alterations and additions will require several kinds of analysis.

    a. Basic renovation and preventive maintenance.

    b. Minimal expenditure in schools with low utilization or very old schools.

    c. Renovations, especially to high schools, to permit programs in tune with labor force needs.

    d. Renovations, if proposed federal legislation is passed, to adapt parts of underutilized buildings for other uses.

    e. Identification of buildings which will remain mostly those which are post-1920.

    Virtually all buildings built before 1964 are educationally obsolete; that is, they have the typical egg-crate plan with no provision for flexible larger and smaller space, often with inadequate libraries, cafeteria, auditorium and indoor playspace. When funds permit, plans should be made for educational refurbishing of these schools in addition to sound physical maintenance.

4. Most pre-1920 buildings not to be surrendered are candidates for eventual replacement, e.g., P.S. 51 on 44th Street which also fits into the plan for the Special Clinton District established under the zoning process.

5. The vacant schools present an acute problem. Steps must be taken to secure them, use them, or tear them down.

6. Of overriding importance is the need to improve educational performance. The changing needs of the pupils and of the economy impact on the educational program. Since 1969, the 32 Districts and the centralized high schools have tried a variety of approaches. Some Districts have introduced "magnet" specializations (concentrated effort on language, math or performing arts) and all interested children in the District are eligible. Among the schools involved were Erasmus HIgh School, J.H.S. 239 and P.S. 7M. One school in District 5 has a specially funded program where several hundred children from another school in the District spend two months concentrating on nothing but reading and then go back to their home school; they are then succeeded by other waves of children. Open-corridor classes (P.S. 84M), team-teaching in Queens and an entire bilingual school (P.S. 25X) are other examples.

7. Closer ties between industry and the school system are eagerly sought.

8. Many programs are in use to lower the high school drop-out rate: intensive counselling, City-as-a-School, alternate and independent high schools. These are small organizations, usually in rented quarters, more informal, with a high staff rate. This Department has been helpful in finding the space for these programs.

3.

STRATEGIES FOR IMPLEMENTING COMPREHENSIVE PLANNING

PART 1

CITY WIDE STRATEGIES

ECONOMIC PLANNING AND DEVELOPMENT
HOUSING
TRANSPORTATION
ENERGY
ENVIRONMENT
HUMAN SERVICES

STRATEGIES FOR IMPLEMENTING COMPREHENSIVE PLANNING

1. CITYWIDE

Strategies are the action flash points in the circuit of effective planning. Once issues have been identified and tested, once policies are selected by decision-makers, once the options are winnowed down to best-likely choices--then action must occur to implement solutions proposed. Actions may be citywide in scope, aimed at high-priority city problems. Or they may focus narrowly on a borough, a community district or even a neighborhood. Some actions initiate with City Hall, after staff study and recommendations. Others come from elected officials, given new powers to work through the Borough Boards under the 1975 revisions of the City Charter. Others still may be the strategies offered by neighborhood activists or Community Board leaders, which fight at successively higher levels for public acceptance.

Tensions are inescapable in the plethora of forces contending for funding, for a fixed date and for official support for a favored strategy. That competition emerges whenever there are land-use decisions pending or the Office of Budget and Management is to give the nod-or-nay which assigns money for implementing plans. Often the City's spokespeople clash with the communities in the competitive stage of choosing among options. Occasionally, they may chorus in harmony. Most often, what the City wants and what the local residents want must be negotiated to adjust ideals to reality and do-ability. Examples abound:

> City-Localities' Agreement on Policies: Both the City and a majority of communities endorse maintaining and upgrading the City transit system, which carries 3.6 million revenue passengers daily, mainly on journeys to work. Difficult as it will be for the City to raise its 5% matching funds, this policy is broadly supported.
>
> City-Localities' Conflict on Policies: No such unanimity exists towards reconstruction of the Westway express highway planned to replace the crumbled West Side Highway bordering the Hudson River in Lower Manhattan and Midtown. The City desperately needs and wants the federal funds (promised) to finance the road, the added land adjacent to it and the multitude of uses planned over the past three years. Residents contributed heavily to those plans, acting as a steering committee for the professional staff. Nonetheless, opposition springs from condemnation of air pollution and waterfront degradation, preference for subways or against highways or proliferating autos, and a range of other arguments. Westway is a riddle: how to balance the costs and benefits of environmentalists' goals of clean air, access to waterfront for recreation, gradual reduction of autos and expanded subway service--as against the city's over-all needs for vehicular transportation and goods movement, job generation especially within the construction industry, development of housing and long-range open space areas on the new land to be cleared and redeveloped.

In compiling the citywide strategies which follow (Part A), it is recognized that these collisions of city and community goals, of fiscal and political costs and benefits, must be factored into the eventual solution chosen from the options. What is offered are the economic, environmental, housing, energy and transportation strategies which have been examined most closely in the past year. These are promising catalysts for the urban issues and policies reviewed in sections I and II of this report. They call for teamwork among the city's own agencies and among related or complementary agencies at the regional, state or federal arms of government. All of them involve public participation, either through tradition, the swelling regulations of national and state law, the City Charter or New Yorkers' habit of vigorous self-government.

Economic Planning and Development Strategies

During the first half of 1976-1977, major efforts were focused on analyzing and completing development of economic recovery strategies for a five-year period. These efforts culminated in December 1976 in the Mayor's five-year plan, Economic Recovery Program, 1977-1981. [1]

In preparing strategies for economic recovery, the City reviewed all known existing and proposed programs and incentives offered at the City, State and Federal levels. Economic development programs of other states and cities were surveyed as well. Administration procedure and content were evaluated. Where possible, the analysis included an estimate of the potential net benefits to the City of implementing a particular strategy.

Actions which the City can take, either unilaterally or in conjunction with private industry or other levels of government, fall into the following six categories:

First are Fiscal strategies. These take top billing because of the critical relationships among tax base, tax revenues and service levels. They involve tax programs weighed against the need to maintain the City's infrastructure and provide basic services. New sources of public capital funding must be secured, as well as public employment funds.

Second, the financing of new development and rehabilitation of existing plant and equipment. The problem of plant obsolescense is a serious problem in New York City, as in the entire Northeast. Long-term financing commitments are not forthcoming because banks and other institutional lenders can find more attractive investments elsewhere; relative risk influences this situation as do the relatively small values of many industrial-commercial loans. Financing for major new real estate developments such as the Convention Center, is essential.

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[1] Economic Recovery: New York City's Program for 1977-1981. Abraham D. Beame, Mayor, City of New York. Dec. 1976 NYC/DCP 76-30. 66 pp.

Third, land use for economic development, including the regulations, permits, authorization and licenses required by various City agencies for business operations as well as for construction. Regulatory strategies have a dual purpose. One is to utilize regulatory powers as a benefit to business activity, not an inhibition. The second is to streamline the process of securing necessary clearances from City officials.

Fourth, the delivery system for economic development. These are administrative efficiencies to streamline the Economic Development Administration, to improve its ties to the Mayor's office and to the business community, and to refocus the efforts of both government and the private sector in boosting the City's advantages.

Fifth, long-run efforts to generate regional efforts conforming to economic reality. The fragmentation of local governments makes this a monumental but essential task, vital for the healthy survival of the Northeast region as a whole and the metropolitan New York region. Today's threat is the competition from the so-called sunbelt states, with inequitable distribution of federal aid programs.

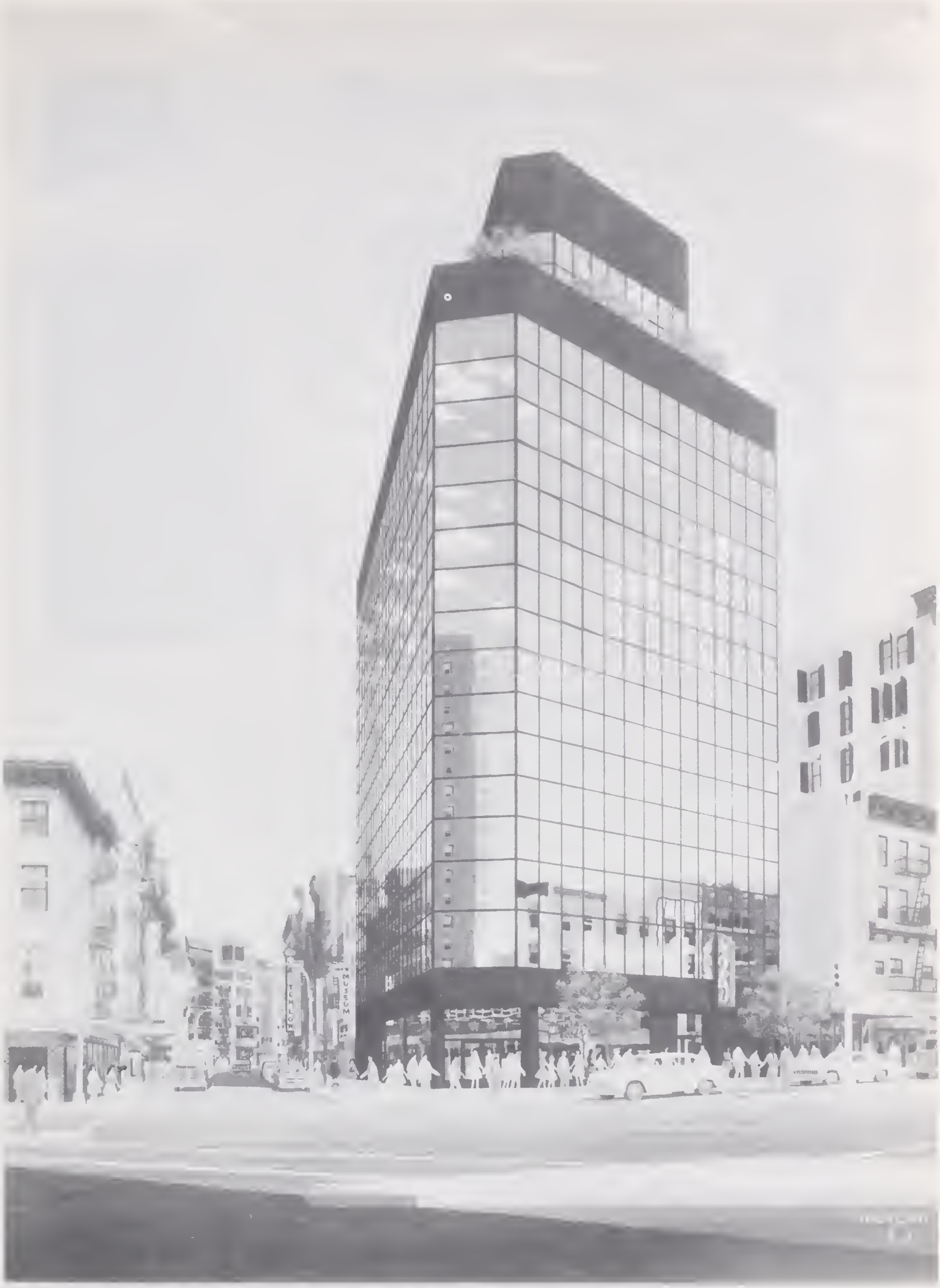
Finally, there is a group of issues which require further study before adequate policies or programs can be designed. Among them is the identification of "break-through" industries which may be linked to research and development and new technology. Investigation of these issues will constitute a sixth strategic thrust in the City's recovery efforts.

Legislative approval is required for a good many of the major items listed, including the employment tax credit. However, several of the strategies presented can be accomplished through administrative measures and/or executive orders. For the most part, implementation of these strategies will be continual, as most of them involve a process rather than a product. In many instances, they are already in operation.

A. Fiscal Strategies

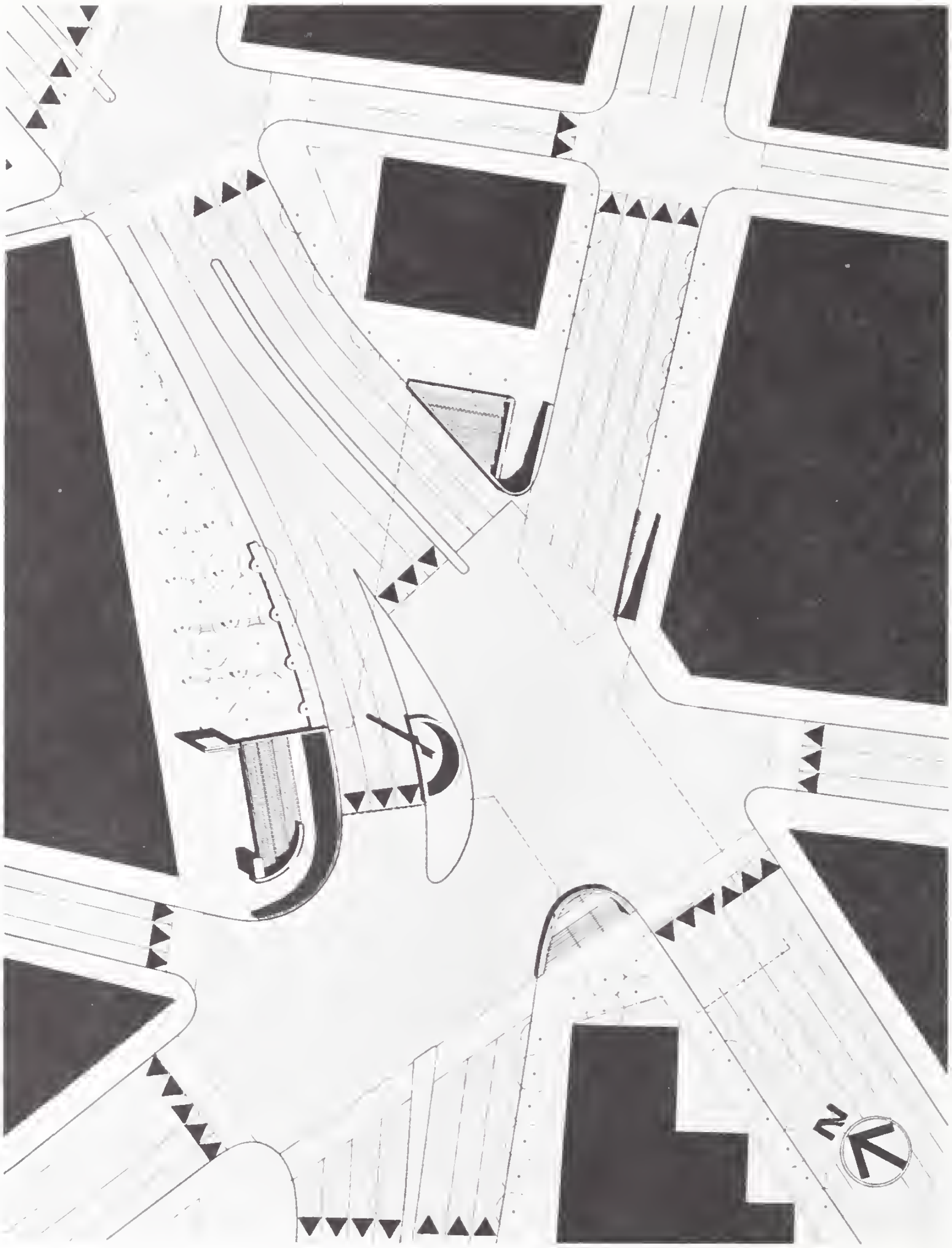
1. Taxes

While taxation is only one of the cost elements faced by business and industry, it is the element most directly subject to government control. Combined taxes imposed by both New York State and New York City on business activity, property and personal income add to a tax burden that spurs firms to leave the City and State. Further, the anticipation of constantly rising tax rates, particularly those associated with fixed costs rather than with fluctuating profits, is in itself an inducement to seek lower taxes elsewhere. Rising real property taxes are the chief element of such fixed-cost taxation. Corrective programs include:



OFFICE & COMMERCIAL BUILDING
MOTT STREET & CHATHAM SQUARE, NEW YORK, N.Y.

This new office and commercial building on the corner of Mott Street and Chatham Square, Chinatown, under construction in mid-1977, took advantage of tax incentives under Sec. 489 of the State's Real Property Law. The law was passed to spur building. It is also the first building to reserve a volume of underground space for eventual linkage to a subway mezzanine, under provisions of the Special Transit Easement Zoning.



Proposed street redesign to improve traffic circulation and economic vitality: Chatham Square, Chinatown. (Bib. 65)

a. Cap the Real Property Tax Rate

The Mayor has pledged to cap the rate of the real property tax to the current level, effective in fiscal year 1978. If necessary, the City plans to cut expenditures to the level permitted by the resulting revenue. By holding the tax rate constant, the City expects to retain on the tax rolls properties which otherwise would be in default of taxes. Therefore, the same amount of revenue will be generated as would have been forthcoming if the tax rate had been increased and the base had shrunk. This amount is estimated at approximately $200 million.

b. Remove the Sales Tax on Equipment, Machinery and Fuel

New York City's four percent sales tax (the only one of its kind in the State) is applied to intermediate purchases by manufacturers. Fully two-thirds of the $45 million collected from this levy comes from fuel and other utility charges. This burden is not imposed by New York State. The City plans to exempt manufacturers from this tax.

c. Establish a Tax Credit for Expansion of Employment

A job development tax credit is to be offered by the City jointly with the State to encourage expansion of private sector employment. It is intended to complement the Section 489 property tax incentive by helping businesses to expand in existing space. Draft legislation will be prepared in cooperation with the State. The credit will be based on "real" non-seasonal employment growth.

d. Expedite Implementation of Section 489 of the Real Property Law

1) The Tax Exemption Bill (Steingut-Padavan), approved by Governor Carey in June 1976, amends Section 489 of the Real Property Law to allow tax exemption on the increased assessed value generated by new investment in industrial and commercial projects. The City Council passed Local Law No. 58 in late 1976 and implementation began in February 1977.

The tax benefits are:

- For renovation and expansion, tax exemption over 19 years beginning at 95 percent exemption in year one and decreasing by 5 percent per year to 5 percent exemption in year nineteen.[2]

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[2] In order for an expansion or modernization project to qualify, an amount equaling at least 20 percent of the property's assessed value must be invested.

2) Long-term tax abatement is sometimes necessary to facilitate an unusual commercial project requiring major private investment. This can be achieved through transferring ownership of land and buildings to the Urban Development Corporation (UDC), which as a State agency is fully tax exempt. The developer's payment in lieu of taxes is negotiated on the basis of the project's gross income and expenses.

The public benefits of a project, such as revitalizing an area, providing a needed facility, and generating additional City sales and business income taxes, sometimes outweigh the cost of taxes foregone during early operating years. The City participates in the success of such a venture when profits or gross receipts exceed a reasonable rate of return to the private developer. Incremental payments-in-lieu-of taxes are additional rent payments under the lease agreement. The Commodore Hotel in Midtown Manhattan will be renovated under this program.

e. Reassess properties in critical economic districts where market values are known to be less than assessed values.

f. Establish Special Assessment Districts to Defray Costs of Improvements

A State bill allowing establishment of special assessment districts to support proposed pedestrian malls was enacted in the last session of the State Legislature. Assessment districts would allow taxing of impacted property owners and merchants to defray mall operating and maintenance costs. This measure is critical for the implementation of planned pedestrian malls both in Downtown Brooklyn and in Jamaica Center; the City will seek to expand this technique to other areas where malls will enhance economic potential.

2. Expand Public Capital Resources Available to New York City

Since City capital funds will be virtually unavailable during the time period of this plan, sources must be found for economic development projects to expand the tax base and provide jobs.

a. Expand the Use of Community Development Funds for Job-Generating Projects

Federal Community Development Block Grant funds will be used to expand economic opportunities for low- and moderate-income individuals. Commercial revitalization projects in Downtown Brooklyn, Fordham Road and Jamaica Center will receive second year Community Development Act funding. Several other projects (including Union Square-14th Street and

Chinatown have been proposed for third year Community Development funding. Local private investment will be sought to match investments of Community Development funds. A target of 15 percent of total CD funds will be set for economic development, which would provide about $23 million annually.

b. Seek Federal EDA Grants for Renovation and Infrastructure for Industrial and Commercial Projects

Until 1975 acquisition, relocation and site preparation for industrial and commercial renewal projects were financed primarily through the City's capital budget. Improved urban renewal land was then leased to private developers at a price sufficient to cover debt service plus a payment in lieu of property taxes. Public investment has been essential to industrial renewal because much of the City's vacant industrial land requires substantial infrastructure expenditure. Site preparation, such as drainage systems, sewers and streets, has cost about $16 million since 1961, or 15 percent of the City's total spending for large-scale industrial renewal. Certain projects, College Point Industrial Park for example, will require even greater infrastructure expenses. Efforts will be made to secure Federal EDA and Public Works funds which are imperative to continue industrial and commercial renewal.

c. Seek Federal and Port Authority Participation in Maintenance and Construction of New York City Port Facilities

While it is unlikely that new port projects will be undertaken in the near future, it is important to maintain the City's existing piers in good condition and to complete the two major containerports presently under construction. The City's already substantial investments, at Northeast Marine Terminal in Brooklyn and Howland Hook in Staten Island, should be supplemented with Federal and Port Authority funds so that anticipated revenues and jobs can materialize.

d. Upgrade the City's rail system by securing investment of State, Federal and Port Authority funds in the City's rail system

Details are spelled out under Transportation Strategies.

3. Seek Additional Federal Funds to Support Public Service Jobs and Expand Job Training Programs

During the recent recession, government expansion partly compensated for loss of private sector jobs. The City's recent fiscal problems have led to reduced public employment, decreasing local resilience to economic fluctuations.

Furthermore, an expected $30 million cut in CETA funds will reduce manpower training activities by 35-50%. While the recently passed Public Works Jobs Act may create some badly needed public sector jobs, the City must continue to seek additional sources of funds for both job training and maintenance of essential services for its residents.

4. Tax Base Analysis and other Research

The Department of City Planning in 1976-77 initiated a tax base analysis, with the objective of identifying and assessing industry's total tax contributions to the City's economy. Findings are expected to aid the evaluation of better tax policy alternatives affecting particular industries. The tax study was funded by five private foundations.

Another fiscal strategy analyzed by the Division involved the creation of additional foreign trade zone facilities in New York City combined with tax benefits. This entailed a study of nine proposed sites against the legislative background of the Foreign Trade Zones Act of 1934 as amended and various tax incentives at the City, State and Federal levels.

B. LAND USE FOR ECONOMIC DEVELOPMENT

The City has at its disposal an impressive array of regulatory measures which can be utilized more effectively to assist businesses in daily operations, improve investment opportunities, and concentrate recovery efforts on areas which are critical to the economic health of the City as a whole.

1. Designate Special Redevelopment Districts where Economic Incentives will be Concentrated

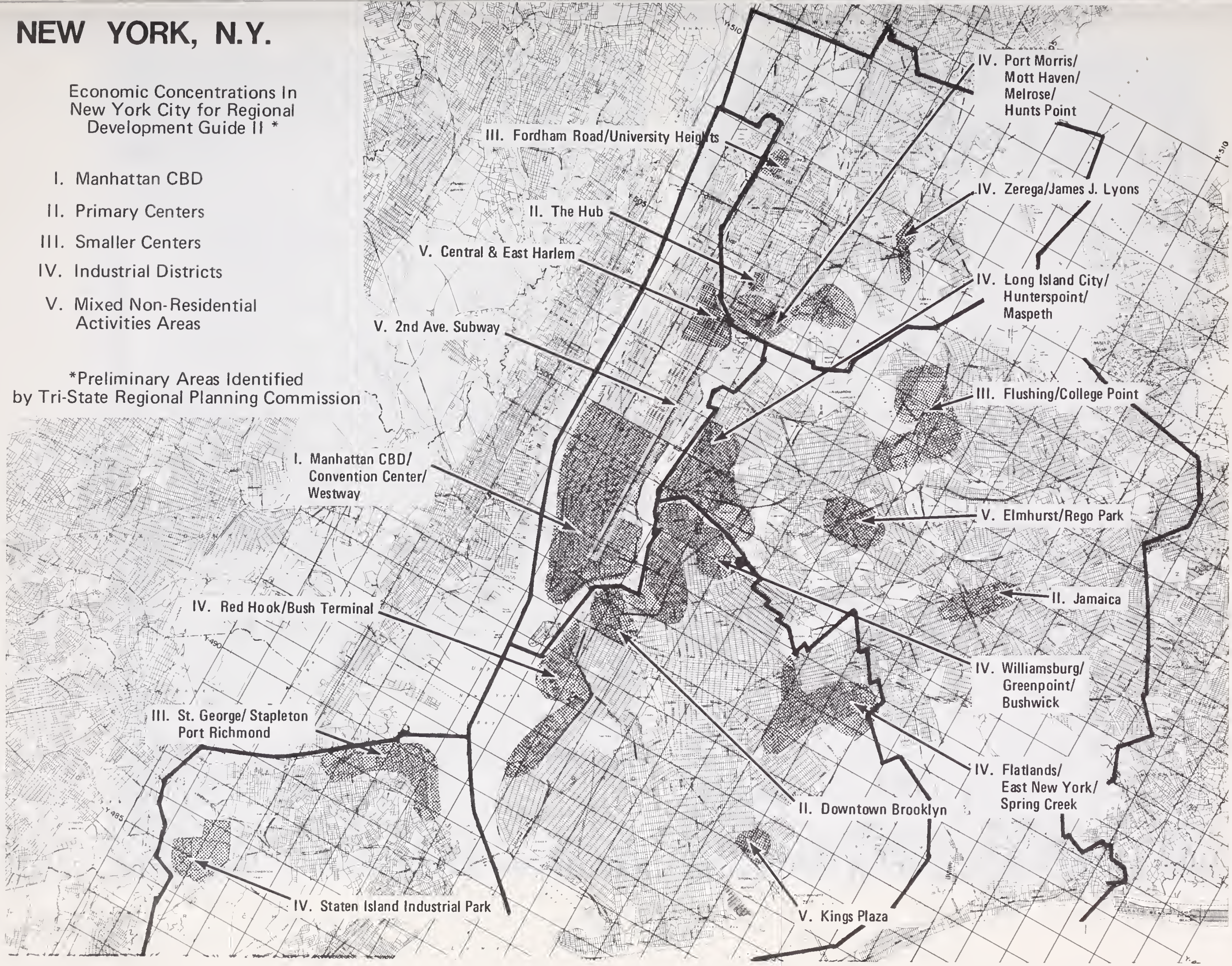
Special Redevelopment Districts will be considered locations of critical economic importance. Downtown Brooklyn, Fordham Road, Union Square and the Times Square - 8th Avenue Corridor are examples. These and many others have been included in the Economic Concentrations designations mapped by Tri-State Regional Planning Commission, in its new policy of support for re-centralization of urban activities. New York City cooperated with Tri-State in the analysis and designation of these Economic Concentrations. (See map)

NEW YORK, N.Y.

Economic Concentrations In
New York City for Regional
Development Guide II *

- I. Manhattan CBD
- II. Primary Centers
- III. Smaller Centers
- IV. Industrial Districts
- V. Mixed Non-Residential Activities Areas

*Preliminary Areas Identified
by Tri-State Regional Planning Commission


IV. Port Morris/ Mott Haven/ Melrose/ Hunts Point
III. Fordham Road/University Heights
IV. Zerega/James J. Lyons
II. The Hub
V. Central & East Harlem
IV. Long Island City/ Hunterspoint/ Maspeth
V. 2nd Ave. Subway
III. Flushing/College Point
I. Manhattan CBD/ Convention Center/ Westway
V. Elmhurst/Rego Park
II. Jamaica
IV. Red Hook/Bush Terminal
IV. Williamsburg/ Greenpoint/ Bushwick
III. St. George/ Stapleton Port Richmond
IV. Flatlands/ East New York/ Spring Creek
II. Downtown Brooklyn
IV. Staten Island Industrial Park
V. Kings Plaza

Manufacturing employees, a declining breed in New York City. The 1977 Economic Recovery Plan recommends design of In-place Industrial Parks as a technique for stemming the outflow of industry and strengthening the economic base of the metropolis.

2. Create In-Place Industrial Parks in Built-Up Manufacturing Areas

To extend some of the benefits of industrial parks to existing clusters of industrial activity, the City will create "in-place" industrial parks. Areas of approximately four to ten blocks can be designated as industrial districts, where planning and zoning can mandate physical improvements tailored to economic functions and visual amenities. For example, streets can be closed to circulation; improved parking and loading space can be required; access to the district can be limited; security fencing, landscaping and other amenities can be provided at the discretion of local businessmen and landlords.

Prime candidates for this effort are Long Island City, Hunts Point (Bronx) and the Garment District in Manhattan. The City Planning Department, primarily responsible for implementing this program, began evaluation of potential areas in the Spring of 1977.

3. Off-Shore Oil Drilling Support Service Locations in New York City

To enable the City to share in the potential economic benefits of the Outer Continental Shelf, New York City has launched a vigorous education and marketing program for clarifying the over-all impacts on the City of developing support bases for offshore oil drilling here. This included monitoring the sale of the leases in the Baltimore Canyon, (OCS 40) and the Georges Bank (OCS 42); the effects on the City's economy in terms of utilization of resources, e.g. infrastructure and labor, displacement of existing shipping of crude oil, the absorptive capacity of the City to handle additional activity, and costs and revenues to the City from this activity. A strategy was developed to have New York City selected as the site for the bases; factors considered were what the City can offer, comparison of New York City with other locations, the need for linkage among City, State and Federal officials. Newspapers in May 1977 publicized widely the Mayor's trip to Houston to present to the oil industry the City's findings and interest in encouraging OCS exploration.

4. Zoning

Zoning is the City's major tool for land use control, one of the few the City can wield without needing a sign-off from other levels of government. Although zoning does not create a market for economic activity, it can stimulate economic potential. In addition to the comprehensive revision of the Zoning Ordinance now under way at Department of City Planning, these approaches are culminating in new actions:

a. Continue Zoning Amendments to Recycle Obsolete Industrial Space in Special Districts

While many new firms and activities which service the central business district, such as graphic arts, still demand and need loft space, there is more vacant loft space in the market than industry can fill. Many loft buildings are wholly or partly vacant and in tax arrears. The City Planning Commission has been attempting to restore this space to the tax rolls by changing the use restrictions in selected Manhattan districts. Lofts no longer needed for industry can be recycled for housing, provided that space suitable for industry is protected. Any plan for reuse of obsolete industrial space must accommodate remaining industry's need for loft space with minimal pressure from other areas. Zoning permitting loft conversion for artists in SoHo was adopted in 1970 to encourage the growing art industry and related galleries, arts and crafts shops, boutiques and restaurants. Similar legislation was approved in 1975 for NoHo.[3]

In both areas the vital Broadway Corridor which houses major manufacturing firms is protected from major residential conversion. In Tribeca, the triangle below Canal Street, a special zoning district with vertical mixed-use regulations protects manufacturing and allows loft dwellings for the general housing market.

Under study is Midtown (14th to 40th Streets, 5th to 8th Avenues) which includes the Garment District, whose economic vitality the City seeks to protect. The Midtown South Study involves field surveys of occupants in sample manufacturing and commercial buildings to obtain occupancy characteristics, rental and building values, floor area calculations by use-type, vacancies and employment information. Field surveys were completed in the winter of 1976-77 and the data are now being analyzed and evaluated. Prior actions, such as zoning amendments, variances, loft conversions, demolition, and new construction will be assessed in the evaluation of policy alternatives. These policies will seek to encourage loft conversions to residential use insofar as they are desirable in specific locations; they also will strive to strengthen viable industrial concentrations by preventing residential use conflicts.

Hunterspoint Study for Rezoning

To evaluate whether industrial and residential mixes required special zoning modifications, the Department of City Planning conducted a land use and employment survey in Hunterspoint in 1976-77. Data were compiled by firm, by block and by group, (manufacturing, distribution, contracting, auto-related, retail and residential). Vacancies were tabulated by building type. The quantitative data were then compared to the results of a similar survey done in 1967. Results were presented in map and report form to the City Planning Commission with a recommendation to rezone the landmark blocks to R-6 to secure their future and to maintain the M3-1 zoning designation elsewhere to sustain this healthy industrial area.

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[3] SoHo is the area reaching from Canal to Houston Streets, between Sixth Avenue and Centre Street.

NoHo: North of Houston Street to Astor Place.

b. Liberalize Zoning Restrictions on Reuse of Underutilized Space in Existing Buildings

Zoning text amendments will facilitate business activity by allowing succession of uses in non-conforming situations. For example, vacant storefronts in certain commercial districts which have excess space can be used for light manufacturing, thereby providing jobs for local residents and reducing the blighting effect of chronic vacancy.

c. Liberalize Zoning to Permit On-Site Expansions of Industrial Firms

Zoning text amendments will facilitate on-site industrial expansion. These will include altering use regulations to reduce the need for certificates of occupancy when changing to a similar use within an existing building, and liberalizing zoning provisions to enable expansions despite minor non-compliance with present regulations.

d. Modify Zoning Resolution Emphasis on City-Wide Zoning Districts to Accomodate Local Needs and Development Objectives

The Department of City Planning is undertaking a Comprehensive Zoning Review with the twin objectives of encouraging new investment/redevelopment and promoting neighborhood stability. This project will contribute to the City's economic recovery by encouraging development seeking to make zoning districts more relevant to local needs and growth potential. Task forces organized as the Zoning Study Group draw on Department staff for investigating and analyzing such issues as neighborhood preservation, environmental conservation, industrial development and recycling of commercial buildings.

e. Re-Map to Protect Viable Commercial Centers by Cutting Back on Excess Commercial Zoning and Providing Adequate Off-Street Parking

Areas which are over-zoned for commercial use will be considered for more appropriate rezoning. The objective is to concentrate commercial activity in the most viable areas and to encourage other uses in areas where store vacancies prevail. Off-street parking regulations will be modified to assure sufficient spaces when older shopping centers expand, and the appropriate distribution of parking areas and open space in mixed use development.

5. Special Large Scale Development Studies

a. During 1976-77, Department of City Planning conducted studies of several major prospective development projects. Two of these focused on identifying and evaluating new buildings in Lower Manhattan to house the American Stock Exchange and the New York Stock Exchange. Consideration of suitable sites in Lower Manhattan meant evaluating transportation and environmental characteristics, special design requirements, total project costs and rent projections, with and without tax exemption for each alternative. A final report is pending on the American Stock Exchange proposal. Coordination of a response with New York State officials on possible reduction of the stock transfer tax is an important adjunct to the physical development proposals prepared for both exchanges.

b. Selection of one of five Manhattan sites for the new Convention and Exhibition Center was the task of a joint State-City working committee. City staff analyzed these significant factors: the market demand of a new center; the economic impact in terms of gross business receipts; job generation and tax revenues; transportation, traffic and other environmental impacts; approval procedures and delivery time estimation; relocation needs and costs; and effect of Westway construction on alternative site construction and operations. Findings appeared in background papers submitted to a group of high-level City and State officials charged with making the decisions on site selection and implementation. In late April 1977 the City took the first step, since suspension of activity on the original site at 44th Street and the Hudson River during the fiscal crisis in late 1975, by including funds for detailed site analysis of three selected alternatives in the Mayor's proposed 1977-78 Capital Budget.

c. Tax equivalency payments are a mechanism of the Investment Incentive Program. In 1976-77 the City worked out a tax relief program with the Bedford-Stuyvesant Restoration Corporation, then nearing completion on a major shopping and office complex. As noted earlier, under this program a negotiated schedule of tax-equivalency payments is possible through conveyance of the developer's property to the Urban Development Corporation for a nominal consideration. The property is leased back to the developer for a rental equivalent to the negotiated tax-equivalency schedule, the payments geared to the project's financial needs especially in the early start-up years. In later years, the City receives increasing shares of gross receipts or net cash flow until full tax equivalency is paid. This program is applicable only to major projects with significant public benefits that need the tax incentive to proceed.

6. Auction City-Owned Land not Needed for Major Future Development

Over time, the City has acquired large amounts of land, much of which is vacant or underutilized. For example, 1,100 acres were accumulated under the Industrial Renewal Program. Nearly 300 cleared Urban Renewal sites have not been executed as planned for housing and other public purposes. A concerted effort must be made to find economic uses for such land, particularly where parcels are one acre or larger. Restoring real estate to economic life will generate tax revenues and reduce blight.

If long-term planning goals are not violated, it may be appropriate to sell this property at auction. In other cases, it is more suitable to bank large sites, which are difficult to assemble, for future use. When the expense and difficulty of assembling sites are considered, the advantage of having some sizable sites for future use can outweigh the opportunity cost of interim uses.

With the exception of vest-pocket renewal and projects already in planning, the City will place a moratorium on large-scale speculative acquisition of industrial land until all existing renewal areas are fully occupied.

7. Seek Changes in HUD Regulations to Permit Non-Residential Use of Land Acquired for Housing and to Allow Disposition at Current Market Prices

Housing development plans for much City-owned land in Urban Renewal and Model Cities areas have not materialized, lacking Federal housing funds. It is unrealistic to insist that land acquired years ago under different market conditions can command the same prices today. The City will petition HUD to allow disposition at current prices rather than to allow the land to remain fallow.

One example of productive recycling of City-owned realty was a transfer of land in the Central Brooklyn Model Cities area for a new 168,000 square feet manufacturing facility for the IBM Corporation. The 195,000 square feet site was originally acquired by the City for a school and housing, but owing to decreasing school enrollments in the area, the school is no longer needed. The housing sponsor, a local group, has withdrawn its housing plans in favor of the IBM project. The plant will employ 400 people, 90% of them from the Bedford-Stuyvesant community, and is presently in construction.

8. Commercial Revitalization

The Commercial Revitalization program evolved in response to deterioration of many local retail areas. These neighborhood commercial centers or strips serve in many cases as a focal point for civic and recreational activities. Requests for assistance from merchants and communities suggests that many neighborhoods hope to stabilize and maintain their community by improving the physical quality of their shopping streets. The major goal of the Commercial Revitalization program is to reverse the trends of disinvestment in, and deterioration of neighborhood commercial areas by revitalizing local shopping streets.

The City's Commercial Revitalization program is designed to:

1. Reinforce neighborhood stabilization efforts in low- and moderate-income areas;

2. Provide viable local shopping areas to insure adequate servicing of community residents;

3. Provide entrepreneurial and employment opportunities for the local labor force;

4. Reverse declining retail sales to improve the contribution of commercial establishments to city revenues.

The City Planning Department to date has worked on commercial revitalization projects in Far Rockaway, Jamaica Avenue, Flushing and Newkirk Plaza. In 1976-77 programs were assisted in Richmond Hill and Union Square--14th Street. In most programs, the Planning Department conducted market analysis (in some cases aided by shopper surveys) to identify the potential demand for expanded commercial space for a particular mix of stores, and also to aid local merchants' groups in soliciting private funding and public interest for their projects. A physical improvement plan is usually developed by Planning Department staff for the following improvements where needed and appropriate:

1. Street repair, repaving
2. Sidewalk width change, curb-cuts for handicapped
3. Additional or improved street lighting
4. Pedestrian amenities--street furniture, planters, information kiosks, street directories, pedestrian walk-throughs, street crossings, wastebaskets.
5. Construction of off-street parking facility and pedestrian walkway access.
6. Creation of pedestrian mall
7. Improvement of the stores themselves, such as storefront and building renovation and additional security measures. This applies to commercial strips whose stores are badly deteriorated and in need of more comprehensive efforts than tree plantings and curb cuts.

In programs to date, Planning Department staff have played a coordinative role in implementing these improvement projects. Limited Community Development funds have been available. With the creation of the Office of Economic Development in late 1976, it was expected that the new agency would assume a coordinative-implementation role after a physical design and improvement plan had been developed and agreed upon. The City has slated an increase in the number of programs in 1977-78 combining economic research, physical design planning and organizational-technical assistance to merchants and community groups. In areas where private funding is unobtainable, joint participation loans using CD funds may be made available. A greater allocation of Community Development funds has been requested in CD III to assist more programs. Preliminary criteria of commercial streets which may be considered for upgrading through CD funding follow:

- The project area shall fit HUD's definition of a low- and moderate-income area. (This eliminates very few potential commercial revitalization areas in the City);
- The project area should be one in which population and family income levels are sufficient to sustain a viable commercial area;
- The commercial area should offer a viable nucleus of goods and services on which to build a revitalization effort;
- Commercial vacancies should not exceed a level needed to maintain an economically viable shopping area;

- Local organizational capability should exist or exhibit the potential to insure project implementation;
- Project funding should reinforce other public and/or private neighborhood preservation efforts, such as housing rehabilitation programs, in the target area;
- Selection of area, analysis and program development will be done by the Borough Offices and Economic Planning Division of the Department of City Planning as part of their ongoing local area planning.

C. Economic Development through Community Development Block Grants

The City's economic development strategy focuses on achieving the following general goals:

- Improving economic opportunity and expanding the City's tax base by encouraging industrial development and the revitalization of commercial centers.
- Generating private sector investment, in the form of direct dollars and/or jobs, in those areas in which public funds are being expended.
- Reinforcing development potential by investing in areas already targeted for housing, infrastructure, transportation and other improvements.

First, CD funds will be used for urban renewal site acquisition, relocation and infrastructure improvements in cases where the yield in new low- or moderate-income jobs would be substantial or the new jobs are accessible to mass transit facilities. Acquisition of sites for industrial and commercial reuse will complete the land assembly phase of several development projects. These projects should expand business opportunities and thereby increase the City's tax and job base. Additional revenue will be produced by leasing the sites on a long-term basis to private developers.

Second, CD funds will be used to provide public improvements to encourage private redevelopment and renovation in local commercial areas. Funds will be targeted to local commercial streets in neighborhoods where preservation efforts are in planning or already underway. Specific projects could include implementation of traffic circulation plans, street reconstruction, lighting, street furniture, off-street parking facilities, pedestrianization schemes, storefront renovations and the like.

For example:

- Reconstruction of 125th Street, Manhattan:

  This is the main commercial strip in Harlem and provides local shopping for thousands of low-income area residents. CD funds will be used for improvement of sidewalk, installation of new lighting and tree planting. The street repaving will improve vehicular movement.

- 14th Street - Union Square Commercial Improvement:

  It is a unique combination of a regional shopping strip, public park, and the City's third most active subway station. The subway station mezzanine is filled with shops used both by riders and largely low- and moderate-income residents of the neighborhood. The mezzanine also serves as an underground pedestrian passageway below a heavily trafficked street intersection and links the larger street and stores. CD funds will be used to provide a unified design treatment of the mezzanines, and upgrade facades on Union Square Subway mezzanines and entrances.

- Chinatown Street Improvement

  It is designed to improve pedestrian shopper and tourist movement through the narrow streets of Chinatown. Chinatown is one of the City's major tourist attractions, generating economic benefits far in excess of money spent in the area's many shops and restaurants. The plan calls for repavement, realignment of streets and sidewalks, improvement of pedestrian crossings, street planting and other pedestrian amenities.

HOUSING STRATEGIES

New York City's primary housing goal is to promote neighborhood stability by maintaining and improving the existing stock.[1] Since the State and the City are constrained from borrowing funds for housing construction or rehabilitation, the City must concentrate its efforts in areas where limited resources will yield maximum benefits. The lack of adequate resources affects particularly the City's investments in urban renewal areas, where many projects cannot go forward as originally planned. Thousands of acres should be reviewed and reassigned as needed for new purposes. The same limitation also sharply limits the City rehabilitation activity in a period of growing disinvestment in housing. The deterioration of the existing housing stock in many neighborhoods is increasingly troubling. For these reasons, the housing programs funded under Community Development are heavily concentrated on rehabilitation and repair.

In promoting its housing goals, the City will try to allocate funds for repair and rehabilitation in areas where the impact is likely to be greatest. It will capitalize on existing community strengths by working with community groups, block associations, homeowners, tenants, landlord associations and banks. Community Development funds for public improvements will supplement housing resources to strengthen neighborhoods. The availability of Section 8 rental assistance payments for City-approved repair or rehabilitation projects will further encourage improvements.

The City will pay particular attention to neighborhoods showing early signs or deterioration. More than three years ago the City designated five Neighborhood Preservation Areas to demonstrate that concentrated housing activities can reverse deterioration and stabilize transitional areas. Since then, local field offices, whose staff are familiar with the neighborhoods, have developed strategies for using available housing assistance tools to best advantage. Several CD-funded rehabilitation loan programs will further the continuing Neighborhood Preservation Areas, and in other transitional communities.

The City will also implement strategies for preventing abandonment and assist families living in buildings for which services are no longer furnished by the owner.

1. Rehabilitation and Repair of Privately-Owned Multiple Dwellings

   a. In order to stem deterioration of privately-owned multiple dwellings, the City will use CD funds for code enforcement, housing litigation activities, and rehabilitation loans.

   b. Code Enforcement: The City will use its code enforcement tools to correct violations resulting from deferred maintenance. The Housing Litigation Bureau (HLB) of the Office of Evaluation and Compliance has had notable success through court action and negotiation and monitoring of housing repair and maintenance agreements.

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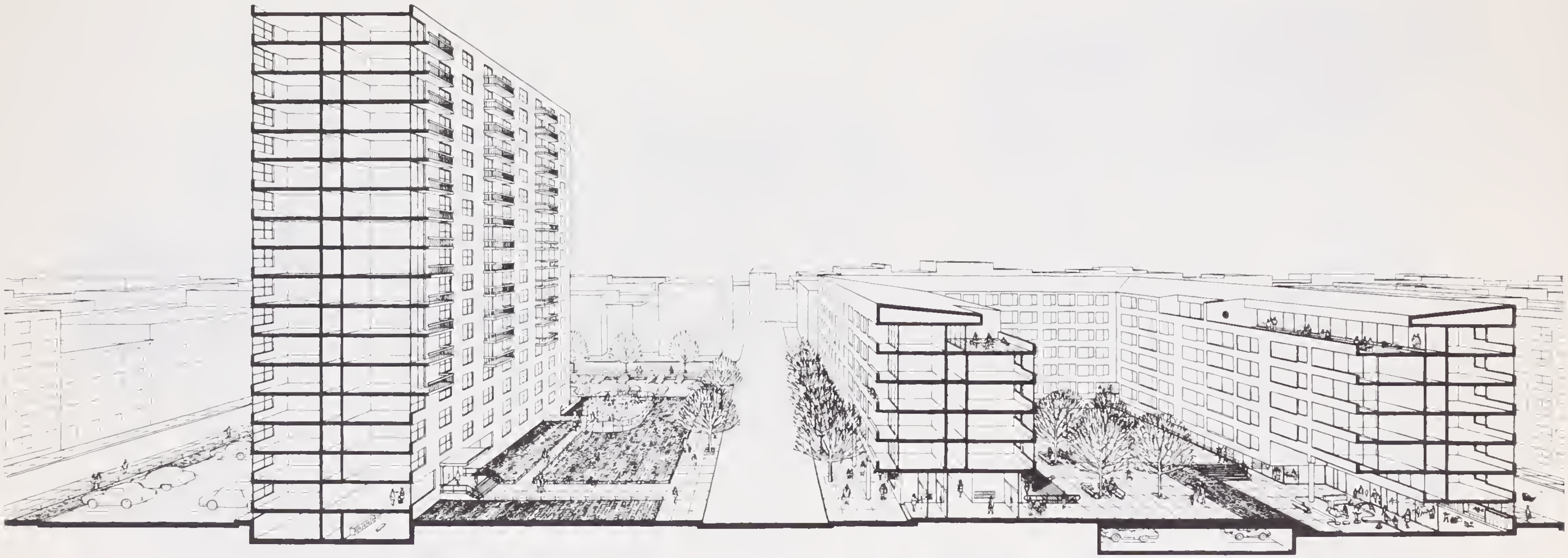
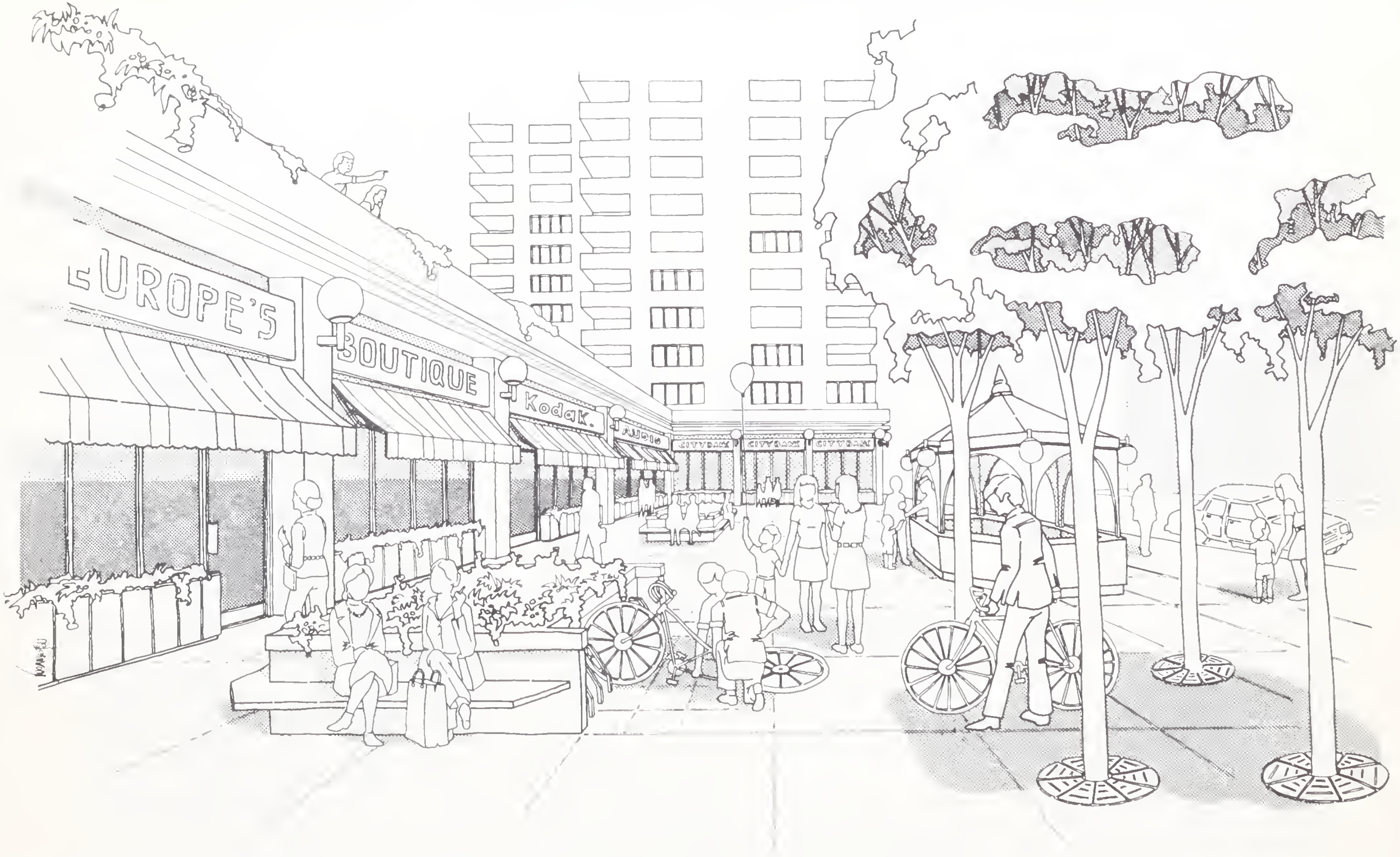
[1] In the Community Development Third-Year Program (CD-III), this is cited as Long-Term Objective B-3. Each objective is numbered and related to a budget item. The 701 Housing Element (1976-1977) for New York City expands this brief discussion. City Planning Department.



Both buildings have the same amount of floor area. The one on the left could be planned under traditional zoning, the other would take form under Housing Quality Zoning, a design ordinance adopted by New York City in 1977. The amendment seeks to stimulate architectural plans offering compatibility with neighborhood scale, interior security, ample open space for all ages and other desired benefits of new housing. (Bib. 20)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Design for amenities, such as plazas, trees, benches and facade treatment, to revitalize local shopping streets. (Bib. 21)

c. Mini-Loans: Where the economics of building operations are positive, or where high or speculative land values or tax advantages keep a property viable, HLB activities alone are sufficient. For other situations, the City will use some of its Community Development monies to fund loans under Article VIII-A of the Private Housing Finance Law, the Mini-Loan Program. This program allows financing for systems replacement loans at a maximum of $3,000 per unit and $75,000 per building for a 15-year term. It will operate primarily in transitional areas, where private ownership is viable, where the tenants can afford to pay economic rents but where private financing is not available. To assure adequate building maintenance, loans will be conditioned on the landlord's signing an agreement to make non-systems repairs in accordance with a prescribed schedule. The City's supervision of the loan will include monitoring the housing maintenance agreement. Rent restructuring will be authorized to cover maintenance and repair costs. Section 8 assistance payments are expected to be available for eligible lower-income tenants.

d. Participation Loans: Where feasible, the City will foster joint mortgages for rehabilitation loans with funds from the Community Development Program and from private lending institutions. The Participation Loan program is an effort to induce private investment with public funds. It will provide rehabilitation loans by combining public funds at below market interest rates with bank loans at market interest rates.

e. Federal coinsurance Section 244 could provide sufficient leverage when coupled with the participation loan program.

f. FHA Insurance: Where joint mortgages are infeasible, Federal insurance for substantial rehabilitation becomes necessary. The Section 8 program for substantially rehabilitated housing or for new construction is based on the availability of mortgage financing. When it became clear that neither City nor State financing would be available for housing, a number of developers approached private institutional sources. The banking community, however, does not consider the guarantees of the Section 8 program sufficient basis for providing financing. Therefore, Federal Housing Administration (FHA) insurance programs are critical to completing the financial package for Section 8 projects. The success of the program will depend on FHA's capability to process expeditiously the large number of projects requiring insurance.

2. Small Home Programs

A combination of programs for one-to-four family homes will aid homeowners and improve neighborhoods in areas of disinvestment. Available for small homes within specified target areas, the program is intended to restore abandoned and foreclosed structures to the housing stock.

The Small Home Improvement Program, initiated in the East New York section of Brooklyn, provides for City acquisition of vacant or abandoned one-to-four family homes, rehabilitation to FHA standards with Community Development funds, and eventual sale to individuals who qualify for FHA insurance. Local community groups will assist in marketing the houses and will provide delinquency and default counselling to area residents.

The Section 312 construction mortgage loan program is available for rehabilitation of vacant one-to-four family structures in designated areas. The City will encourage local non-profit sponsors to apply for loans, complete rehabilitation and sell the renovated buildings to individuals.

Urban Homesteading is a limited, experimental HUD program. After the City takes title to foreclosed homes from FHA, it will convey them to individuals who agree to rehabilitate them. New owners will be required to complete rehabilitation within 18 months and live in the buildings for a minimum of three years. A variety of private and public loans may be available to homesteaders whose homes require major repair.

3. City-Owned or Controlled Buildings

As a result of tax foreclosure proceedings, the City owns thousands of buildings that urgently require physical improvement. Many of these buildings are occupied with tenants willing to remain.

The City ordinarily sells City-owned buildings at auction to private owners. But many of these buildings are unprofitable for the ordinary real estate investor. If proper maintenance requires that a building be operated at a loss, maintenance will inevitably be deferred, taxes will go unpaid, and frequently, the buildings will end up in City ownership for a second time. At this point, upgrading of the building will be exceedingly costly, if not impossible.

Accordingly, for a limited number of buildings the City will ask to provide alternative management and maintenance through programs operated by HDA's Office of Evaluation and Compliance (OEC). These include the Community Management and the Direct Sales programs. The choice of program depends upon the conditions of the building and the sponsoring group.

4. Urban Renewal Area Strategies

The City owns more than 280 redevelopment sites scattered throughout renewal areas; designated primarily for residential development, these sites are in various stages of clearance and design. They represent an enormous commitment of Federal, State and City revenues. The funds necessary for construction, however, are not available for many sites.

Where feasible and consistent with the objectives of the urban renewal plan, the City will consider interim or permanent changes in use, including the possibility of rehabilitating some of the buildings on these sites. In some cases, the City will direct sponsors toward FHA insurance programs and private financing. In other instances, the City will try to produce additional revenues or leasing certain sites.

5. Section 8 Priorities

If New York is to achieve its housing objectives, coordination between the Federal and City governments in setting priorities for Section 8 is essential. The City's success in encouraging private investment and in implementing its Community Development programs depends on the availability of Section 8 funds. In order to assure that HUD's allocation of Section 8 complements New York's housing programs, the City is establishing priorities for Section 8 projects. Top priority will go to urban renewal and other projects currently in the new construction and rehabilitation pipelines, but not to the exclusion of projects outside of these categories that are essential to neighborhood improvement and are ready to move forward.

6. Private Construction

The City supports programs and legislation which will stimulate private residential rehabilitation and new construction. These include "J-51", expanded in 1976 by the New York State legislature, which provides tax abatement for the renovation of older buildings and the 421 program. Zoning changes, as needed, will be considered to permit the construction of three-family houses and Planned Unit Development in outer areas. The major spur for new private housing in the City has been the Section 421 program of the State Real Property Tax Law. This offers a ten-year partial real-estate tax exemption to new dwellings meeting the program's eligibility criteria. Close to 3/4 of the private dwelling units completed since 1972 receive this partial tax exemption. To protect neighborhood scale, security and other amenities, the City adopted Housing Quality Zoning in 1977 after extensive public hearings.

TRANSPORTATION STRATEGIES

Transportation strategies for continuing and implementing planning fall into five major segments, detailed in the "Draft 1977-1978 New York City Subregional Work Program" as follows:

1. Program Management and Administration
2. Monitoring and Projections
3. Transportation Planning Analysis
4. Transportation Improvement Programming
5. Public Involvement.

These have been detailed in both the work program and the New York City Comprehensive Transportation Plan: A Draft, prepared and conducted jointly by the city's Transportation Administration and the Department of City Planning.

In terms of strategies for land use planning, top priority has been assigned to the following sub-divisions of the five major segments: Comprehensive Transportation Plan Preparation (3.1.1); Technical Study Program Coordination (3.2); Planning for the Transportation Needs of the Elderly and Handicapped (3.5.1); goods movement planning through the Tri-State Subcommittee on Regional Freight Problems (3.6.2); the Interagency Task Force on Air Quality Improvement Strategies (3.10.1); the work of the city Transportation Coordinating Committee (4.1.2); Transportation System Capital Needs and Priorities (4.1.3); the work of the Transit System Coordinating Committee (4.1.4); and Citizen Participation in planning and implementing programs (5.2).[1] Each of these is examined below, following the appropriate objective:

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[1] The numbers in parentheses are the codes used in the work program.

3.1.1 Comprehensive Transportation Plan Preparation [2]

To maintain, update and refine the draft New York City Comprehensive Transportation Plan in cooperation with appropriate official agencies and the public.

Cooperative transportation planning aims for consistent and complementary regional, state and sub-regional plans to meet future transportation facility needs as a product of alternative transportation investment analyses. TRI-STATE maintains a Regional Transportation Plan which enunciates policies and objectives for ground transportation, and contains proposals for improving the regional system of transit lines and major highways. Development of specific details on projects is left to localities and implementing agencies. Therefore, sub-regional transportation plans are required, incorporating all improvements to transportation facilities and services in that area. The long-range element of the transportation plan:

1. Defines the area's long-range transportation needs;

2. Identifies new transportation policies and transportation facilities or major changes in existing facilities, by location and modes to be implemented.

The transportation system management element of the transportation plan:

1. Defines the short-range transportation needs of the urbanized area to be met by making efficient use of existing transportation resources and providing for the movement of people in an efficient manner; and

2. Identifies traffic engineering, public transportation, regulatory pricing, management, operational and other improvements to the existing urban transportation system, not including new transportation facilities or major changes in existing facilities.

The transportation plan must be consistent with the area's comprehensive long-range land use and urban development objectives, and the area's overall social, economic, environmental, system performance and energy conservation objectives.

The sub-regional transportation plan will be revised and reissued in a continuous process involving local officials and citizens and based on analysis of social, economic, environmental, land use, and financial goals and constraints.

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[2] This portion (p.119to125) is a direct quote from the Draft 1977-78 Work Program.

During 1977-78, reaction to the 1976-77 version of the Comprehensive Transportation Plan including both the long-rang and system management elements, will be sought from local officials, citizens, interest groups, and relevant public agencies through questionnaires and public meetings. The views of various respondents will be summarized and analyzed.

Transportation goals, objectives and policies will be reviewed, and the Plan will be revised to maintain consistency with current public values and other sub-regional plans. Particular attention will be focused on air quality, energy conservation, and the needs of the elderly and handicapped.

The model elements of the Plan include:

1. Public transportation, including rail transit, express and local buses, and paratransit;
2. Streets and highways;
3. Pedestrian and bicycle facilities;
4. Goods Movement; and
5. Local marine and aviation services.

The NYCTAD sub-regional staff will have the primary responsibility for the the development and periodic revisions to the sub-regional transportation plan. The Department of City Planning sub-regional staff will provide input and assist in the review, updating and refinement of the plan, review draft sections prior to distribution, and coordinate public review and comment.

3.5.1 Planning for the Transportation Needs of the Elderly & Handicapped

To incorporate special efforts in the planning process to develop public mass transportation facilities and services that can be used by the elderly and handicapped, and to incorporate a related program of projects in the Transportation Improvement Plan.

As described in 49 CFR 613, dated April 30, 1976, special efforts must be made to plan public mass transportation facilities and services that can be utilized by elderly and handicapped persons. Transportation plans and programs must contain projects designed to benefit elderly and handicapped persons, specifically those with semiambulatory capabilities, including wheelchair users.

This project will perform analyses and develop such plans and programs, coordinated with State, Tri-State and the Metropolitan Transportation Authority, and other agencies as detailed below:

a. Interagency Task Force -- NYCTAD and NYDCP will jointly contine to provide staff and other support to the NYC Task Force on Public Transportation for Elderly and Handicapped Persons established during 1976-77. The Task Force will continue to develop and refine a transportation policy and plan for meeting the special transportation needs of the elderly and handicapped. Citizen input is provided through an 11 member Consumer Advisory Committee (see separate project write-up 5.4.1). The other participating agencies are the Metropolitan Transportation Authority, NYC Human Resources Administration, NYC Department for the Aging, Mayor's Office for the Handicapped, and Tri-State.

   NYDCP and NYCTAD subregional staffs will continue participation in the work of the task force, including obtaining evaluation of proposals by an advisory group representing consumers and communities, refinement of the draft plan including necessary special planning studied, and advancement of projects to implementation.

b. Handicapped Population Survey -- In support of the Task Force, NYDCP coordinated the development, distribution, and data processing of a self-identification questionnaire during 1976-77. This year a detailed analysis of the "Handicapped Alert" questionnaire results will be undertaken by NYDCP in cooperation with the other members of the Task Force. The analysis procedures will also be coordinated with on-going elderly and handicapped technical and demonstration studies. A report will be prepared.

c. Elderly and Handicapped Studies -- During 1977-78 work will continue on three elderly and handicapped studies. NYCTAD will continue work on an "Elderly and Handicapped Transportation Improvement Sudy for Co-op City" in the Bronx, as part of the Sub-regional Program. NYDCP will continue work on two related studies. The first is a demonstration project which will develop strategies for improving transit services for the handicapped within a typical New York City community. The second is an UMTA Technical Study which will investigate livery service improvements for the elderly and handicapped in Harlem.

   A new NYCTAD technical study will begin during 1977-78; it is designed to develop an integrated para transit system for the wheelchair-bound and semi-ambulatory with special emphasis on work trips.

   All four strategies will receive some general technical support and coordination from this project. Among the outputs will be:

- A Task Force-refined elderly and handicapped transportation plan and policy statement, including technical memoranda and other supporting documentation;
- Recommendations for updating and refining five-year implementation program in the TIP;
- Incorporation of the Task Force plan and policy statement in the NYC Comprehensive Transportation Plan;
- A report on the results of the Handicapped Alert questionnaire survey.

3.2.1 Technical Study Program Coordination and Support

To develop candidate technical study proposals; participate in the review and approval process; and develop and refine detailed project work programs for an approved program of projects.

Based upon the needs identified in the regional and sub-regional transportation plan development, the plan evaluation and refinement process; Federal, State and local programs; and other sources this project will develop for the Department of City Planning "thumbnail sketches" of priority candidate proposals. The sketches will be submitted to Tri-State for technical review and transmitted to the interagency staff committee on the UMTA Section 9 Program. The project will cultivate other contributing funding sources, including available New York State funds, and it will monitor the review and approval process. For approved technical studies, it will develop and refine detailed project work programs within prescribed Tri-State time schedules.

During 1977-78, detailed project work programs will be developed for most, if not all, of the following NYDCP candidate proposals:

- Improved Public Transportation Service to Airports (Port of New York and New Jersey co-sponsor)
- Bus Franchise Review Criteria
- Marketing Approach to Increased Transit System Ridership
- Westway Planning Support
- Central Brooklyn Corridor Needs Study

3.6.2 Tri-State Subcommittee on Regional Freight Problems

To improve coordination of New York City sub-regional freight transportation activities with related efforts elsewhere in the region.

The NYDCP and NYCTAD sub-regional staff will participate as working members on the newly-established Tri-State subcommittee to address freight transportation issues and problems in the Tri-State region. The purpose of the subcommittee will be to:

1. Define the most important freight transportation issues and problems facing the region;
2. Suggest how these issues and problems might be addressed by the appropriate agencies;
3. Develop a program of action for possible immediate improvements that can be made to the freight transportation system;
4. Advise the Transportation Committee and appropriate regional, state, and local officials of this program with a report of its findings.

Several New York City agencies will have interest in the work of the Tri-State subcommittee, due to its potential benefits in terms of energy, environment transportation and economic development in the sub-region. The NYDCP and NYCTAD sub-regional staff will coordinate input from other city agencies with their own work in this area, and bring issues and proposals to the subcommittee for consideration.

3.10.1 Interagency Task Force on Air Quality Improvement Strategies

To coordinate city and state agencies participating in the joint effort to develop proposals for revising the Transportation Control Plan (TCP).

A joint City-State interagency task force was established during the summer of 1976 to coordinate the task of developing a set of proposals in the form of alternate strategies to revise the Transportation Control Plan for New York City. The then Administrator of the NYC Environmental Protection Administration was designated to coordinate the City effort. Similarly, the Director of the Regional office, State Department of Environmental Conservation, was designated as the state's coordinator.

Other New York City agencies participating in the task force include: Department of City Planning, the Department of Transportation, the Department of Air Resources, the Taxi and Limousine Commission, the Office for Economic Development, the Department of Consumer Affairs, the Police Department, and the Office of the Mayor. New York State agencies on the task force are: Department of Transportation, Department of Environmental Conservation, Metropolitan Transit Authority, and Department of Motor Vehicles. The Tri-State Regional Planning Commission is also a participant.

This year's Work Program provides for increased coordination of the transportation planning process with air quality planning. Several of the feasibility studies address the City's needs to evaluate the impact of air quality improvement strategies before implementation, and will assist in the development of new strategies to replace some of the original 12 primary strategies. These studies include:

- B-5 Express Bus Study
- Express Bus System Improvement Analysis
- Manhattan Truck Route Study
- Manhattan Goods Movement Study
- Airport Access and Air Cargo Study
- Midtown Manhattan Circulation and Surface Transit Study
- Implementation Status of TCP Strategies
- Review and Analysis of Sub-regional Freight Problems and Options
- Transit System Modeling Support (applications)
- Zoning Policy Review -- Off Street Parking

4.1.3 Transportation System Capital Needs and Priorities

To prepare a statement of the City of New York's capital needs and priorities related to the highway, street, traffic, subway and bus systems.

The revised Charter for the City of New York calls for a new role for the City Planning Commission (CPC) in the preparation of the Capital Budget. In past years, CPC prepared A Draft Capital Budget along with a Capital Improvement Plan for the ensuing five fiscal years. These were project-oriented documents. Under the provisions of the revised Charter, the City Planning Commission must"...submit to the mayor, the Board of Estimate, and the City Council a report containing a statement of the City's capital needs and priorities, including recommended dollar allocations for general categories among such categories of programs and their likely impact on the impact on the orderly growth and development of the City."

This project will prepare that portion of statement on the City's capital needs and priorities related to the transportation system. Included will be recommended dollar allocations for general categories of program including: highway, traffic, marine and aviation, rail transit, surface transit, etc.

5.2.1 Forums for Citizen Review of Transportation Plans

To provide forums for facilitating involvement of local officials and citizens in the review of regional, state, and sub-regional transportation plans.

This project will be responsible for arranging a forum for public review and comment of regional, state and sub-regional transportation plans and programs. New York City will rely primarily on its existing citizen participation process, by using selected Borough Board meetings as the primary forum in each borough. The borough boards will consist of the Borough President as Chairperson, all Council members for the Borough, and chairpersons of all community boards in the borough.

The meeting time(s) and place(s) will be effectively publicized, and summaries of plans will be made available. In the case of regional and state plans, the appropriate regional or state agency will provide necessary printed materials on plans and programs in sufficient quantities for distribution, and staff assistance for presentations and discussions.

If Borough Board meetings are determined to be an inappropriate forum for the plan or program under review, at least one public meeting will be arranged for its presentation. Anticipated products are:

- Public meetings for presentation of Maintaining Mobility prior to periodic update of the regional transportation plan

- Forums for public review and comment on the sub-region's transportation plan through the Borough Boards

- Forums for citizen review of State transportation plans and programs.

B. Economic Aspects of Rail Improvements

In addition to the above components of the work program for the coming year, the City has recommended other transportation strategies with implications for stimulating the economy. Among these are:

a. Develop a comprehensive improvement program for rail freight facilities in New York City in conjunction with New York State Department of Transportation. Initially, emphasis will be on improvements along the Brooklyn waterfront.

b. Encourage the investment of State, Federal and Port Authority funds in the City's rail system. New York State is presently implementing the Rail Preservation Bond issue approved by the voters in 1974, which will provide some $45 million for City projects. Priority projects to receive funding are:

   1) Trackage and supporting yards on the Brooklyn-waterfront-improvements to the New York Dock Railway(totaling $27 million)will include:a major rail yard, four carfloat bridges (for trans-Hudson freight), and continuous service from the yards to 29th Street, serving the Brooklyn Army Terminal, the Meat Cooperative and Northeast Marine Terminal.

2) Consolidation of operations at the Oak Point Yards in the Bronx, New York's major yard for sorting rail traffic for local delivery. Improving the security of this yard will benefit both industry and consumers by reducing vandalism and pilferage of rail freight and providing team-track (public-delivery) facilities. Improvements at the Oak Point Yards will cost $3 million.

3) Installation and repair of fencing along railroad rights-of-way to protect local residents and provide better security against vandalism for railroad operations. Security fencing in the City will cost $1 million.

4) Building a rail link to Howland Hook to establish rail service for transport of containers and breakbulk shipments to and from the port facility. Rail service will increase jobs in the terminal, attract cargo from farther distances and reduce costs to consumers by reducing ransportation costs, furthering enhancing the City's $74 million investment in this container port. The Howland Hook Rail link will cost $1.1 million.

5) Providing rail service to Staten Island Industrial Park to improve its marketability. Several prospective users have expressed a need for rail service. A modest expenditure of $400,000 will greatly enhance this industrial complex.

6) Straighten "S" tracks at Hunts Point Market. Train deliveries have been slowed because of excessive curvature within the market. Straightening the trackage will cost $2 million.

b. Invest Federal Funds to Improve Workforce Mobility by Stabilizing the Transit Fare and Upgrading the Existing Transit System

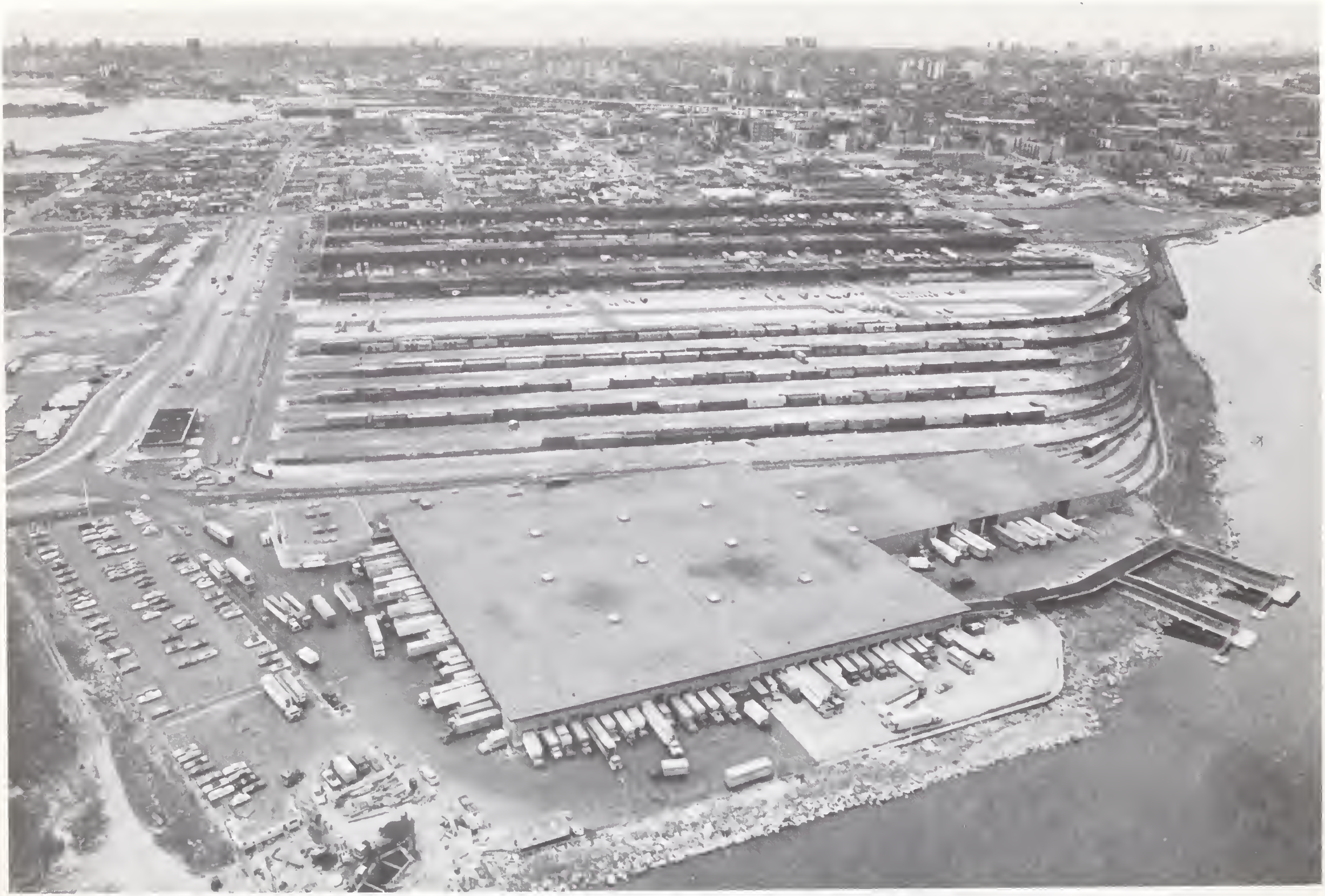
The existing New York City subway system consisting of over 11,000 cars and 1,200 route-miles, provides service to 3.6 million riders 24 hours a day. The vast majority of trips are work-trips and maintenance of fast service at acceptable fares is a major advantage the City offers to both employers and employees.

1) Maintaining and Upgrading the Existing Transit System the City will seek increased Federal funds (although they require 5% local matching funds) to optimize the existing transit system's safety and efficiency.

2) Building the New Queens Subway

This new line will relieve the Queens subway corridor -- the most overcrowded in the system. Construction is underway and its various segments are expected to proceed on schedule at a total cost to the City of $220 million. A significant by-product of the Queens transit program will be the many construction jobs generated.

Howland Hook containerport near Goethals Bridge, Staten Island. A rail link here is a priority of City transportation planning.



Hunts Point Terminal Market, a modern distribution center for food industry, produce and meat supplies. Rail spurs and highways for fast truck movement yield inter-modal efficiency, linking The Bronx with all parts of the region. (Partial view of market.)

STRATEGIES FOR ENERGY

Citywide directions for energy planning have not yet been decided at this point. An abstract of New York's view of its own energy problems, policies and possible solutions appears in the Appendix as an excerpt from the Mayor's five-year economic recovery program. At present there are three minor projects and one innovative proposal for Solar Zoning which make up the Planning Department's on-going work in this vital area.

In November 1976 the Department of Commerce allotted two $5000 grants to City Planning covering the two projects that follow:

1. Determine Electric and Fossil Fuel Load Curves for Selected Industrial Sectors in order to Identify Those that can Potentially take Advantage of Total Energy Systems.

2. Determine the Supply and Economics of Waste Methane from Landfills and Sewage Treatment Plants in New York City.

Both projects are scheduled for completion in December 1977.

The objective of a third small project is to outline a format for structuring an energy policy for New York City. The grant is from the Fund for the City of New York.

Local Law 24 of 1976 established the Department of Environmental Protection. Responsibility for formulating a citywide energy policy was assigned to this agency's Commissioner.

ENVIRONMENTAL PLANNING STRATEGIES

Strategies for implementing environmental planning in New York City are generally in preliminary or intermediate stages. There are four prime reasons for this:

1. Contract termination dates on two major federally assisted projects - - Section 208 and Coastal Zone Management - - fall in Spring 1978. Current work includes data analysis and definition of specific objectives, as the forerunner to advancing alternative actions. Unfortunately, completion dates for tasks vary enough so that synchronizing these two related programs is arduous.

2. The City's 701 grant for comprehensive planning draws on the efforts in the 208 and CZM projects, but has not conducted environmental planning studies as part of its work program.

3. Zoning, the City's strongest legal tool for controlling land use and setting environmental performance standards, is in force but under revision. While the ordinance continues to govern the impact of land use on the environment, it is now being analyzed and revised by the Department of City Planning in a citywide effort to adapt the Zoning Resolution to changing realities. This project is estimated to need about 18 months for completion.

4. The City is seeking to comply with a federal court order requiring it to present its plan for meeting standards of air quality. Similarly, a staff report on disposal of solid waste is awaiting the Mayor's review and judgment. Here, too, the City must offer its plan for sludge disposal in conformance with the USEPA ruling on finding an alternative to present methods. Given these constraints, it is nevertheless possible to sketch the several directions which New York City is now examining to better its environment.

A. Water Quality Improvement: Section 208/Federal Water Pollution Control Act Amendments of 1972.

On April 1, 1976, nearly ten months after New York City had received an $8-million planning grant from federal EPA, the official clock began running on the planning process. The City's Environmental Protection Administration was the lead agency, responsible for technical (engineering) data investigation, analysis and management strategies. Its professional partner is the Department of City Planning, responsible for technical work involving land use, population, certain proposals for managing water quality and public participation in plan development.

The City's work program received federal approval in June 1976, following professional and citizens' review and revisions. The projected end-product will be a 20-year plan for managing water quality, using structural and non-structural techniques. "Structural" encompasses physical facilities, such as auxiliary stormwater retention basins to supplement the present conventional sewage treatment plants. Non-structural includes regulation through zoning, building permits and planning policies, as well as such conservation measures as retention basins or permeability standards in construction. To date, the City has estimated and projected population and land use data; produced a number of Interim Reports; drawn maps showing the 208 modeling areas, or tributary areas,on which action strategies will focus (previous page) and developed public presentation materials for City and citizen-sponsored workshops. Technical analyses of water quality, such as Current Wastewater Discharges, will set the benchmarks for the actions needed to attain federal levels of water quality standards. Through mathematical models, the City expects to trace the transport of pollutants via water current patterns; these will be used eventually to determine how the waterway segments in the study are affected by pollution and what to do about this.

The determination of permissible wasteloads for segments of the rivers and harbors is an important measure of water quality management. In this respect, the generation of discharges by different kinds of land use will bear monitoring and analysis. Land use functions and control, through law or physical measures, and the interaction with water quality is the guiding theme of the 208 work. In brief, how to use the land adjacent to water so that usage affects the environment as positively as possible will be an over-riding criterion of the plan which New York City intends to produce in 1978.

Coordination of data collection and findings of the 208 study, through reports and graphics, has been undertaken by the City, partly through federal grants. These are described in a later portion of this 701 Land Use Element. It is worth mentioning in passing that both the 208 and CZM planning teams have worked closely to produce the needed information with as little duplication of effort as possible. The Outer Continental Shelf project, a subsidiary of CZM planning, and the 701 planning effort have likewise drawn on materials generated under one of the other programs.

Land Use Controls Inventory: LUCI

This is a computerized record of all existing governmental controls over land use, constructed as part of the 208 and CZM projects. A grid chart showing the types of controls and the sources of authorizations appears in the Appendix. It is expected that this unique summary will enable planners to retrieve information about the available powers for regulating land uses more quickly than previously. It should also be valuable for the sub-contractors now preparing the background information and proposals for a management structure for water quality control, under the Institutional Arrangements section of the 208 project.

Management Planning

The purpose of 208 management planning (sometimes called institutional arrangements) is to examine the structure for implementing the management, regulatory and planning functions envisioned for the 20-year water quality plan. Existing and proposed arrangements, both within New York City, the region and the nation, are being evaluated and will be presented to the public and eventually synthesized into the best available management structure for ensuring the desired standards of water quality. The draft task report is due October 1, 1977.

In setting the criteria for the proposed scope of services, the 208 team began with the "Draft Guidelines for State and Areawide Water Quality Management program Development," USEPA, August 1975. These direct that institutional arrangements shall be considered concurrently with technical planning. The examination shall include such key points as water quality management problems, including the capability of existing agencies to meet their obligations for improved water quality within the terms of Section 208. Methodology, task budgets, interviews with and choice of consultant were discussed with the Citizens Advisory Committee, as well as with the professional team.

Public Participation

Environmental planning involves the public in a policy-making vantage point. Provisions in the several laws call for early participation by residents in the creation of water quality and waterfront management plans. New York City invited citizens to help develop its 208 plan a few weeks after receiving its $8 million grant. In January 1976 the informal body of interested people had organized themselves into the Citizens Advisory Committee (208 CAC) and elected the first Governing Board, officers and executive committee. They cooperated with the city's professionals in outlining a budget for public participation. Staff professionals have acted as the agents for daily operations, together with a member of the citizens' group who was employed to function as their coordinating secretary. After several months of preparation, the citizens and New York City sponsored five borough-wide Water quality Workshops to alert the wider public to the issues, resources and over-all planning effort.

Newspapers, radio, television and a bi-monthly technical bulletin written and published by the 208 Project are among the media for informing the public of on-going progress. The mailing list averages 2500 organizations and individuals, with as many as 11,000 addresses having been reached in the course of the 1976 water quality workshops. Additional workshops are projected for fall 1977 when choices are to be made from the alternative plans, prior to selection of the final 208 plan by March 1978. Copies of the technical bulletin, NYC 208 Water Report, accompany this 701 document. Also, a report on the workshops, together with information on the election of the 1977 Governing Board, appears in issue 3, December 1976. (See Appendix.) Another view of the City's public participation program, written by the then Director of that program, was published in the Westchester County Water Watch, Winter 1977, volume 11, as part of the consistent program for regional coordination. Public participation has been augmented by the addition of a staff consultant in the Region II Office, USEPA, who offers expertise to the localities.

On-Going Construction

New York City has been a pioneer in the construction of wastewater treatment plants for more than half a century. Its on-going capital program is funded out of a $2 billion construction budget covering a 20-year plan. Federal aid (Section 201 of the Federal Water Pollution Control Act) plays the major role in advancing capital projects slated for completion during the 1960-1980's period. To reverse the impoundment of federal funds for plant construction in 1974, New York City brought suit and obtained a Federal Consent Decree in 1977 which released the money. At present, $1 billion has been committed to contract. Two new plants under construction are the Red Hook facility in Brooklyn and the North River plant on the Hudson River at West 135th Street. Plans are progressing for a roof-top park to be built on the North River plant, with funds approved by New York State several years ago.

Another important element in managing water quality is the annual maintenance of existing infra-structure. For example, replacement of Manhattan's obsolete six-inch water mains, no longer equal to the system's pressures, is a regular task under yearly programming.

B. COASTAL ZONE MANAGEMENT

The Federal Coastal Zone Management Program, despite serious underfunding, constitutes the best vehicle for comprehensive planning and management of the City's coastal resources. Work outputs are expected to serve the needs and objectives of such other land/water-related programs as 701 and 208 water quality efforts. Adding timeliness and value to the CZM output is the ordinance establishing a new Waterfront Management Advisory Board passed by the City Council in March 1977.

New York City became a CZM contractor to New York State's Department of State in 1975, when the U.S. Department of Commerce awarded the State a first-year grant of $753,000 to produce a management plan for its coastal areas. Of this, New York City -- with a 578-mile coastline and 300 linear miles of interior waterways -- has received an initial grant for the first year* of $18,000; a basic grant of $50,000 for the second year; a supplemental grant of $20,000 to cover the Outer Continental Shelf program inherent in CZM, and a supplemental demonstration grant of $25,000 to develop a project for Coordination of Waterfront Planning. In all, the grant to CZM/NYC totaled $113,000, calling for a two-year effort to inventory, map, analyze, involve the public, produce alternative plans for and coordinate with 208 and 701 projects, as well as higher levels of government the waterfront and waterways planning for its 578-mile coastline.

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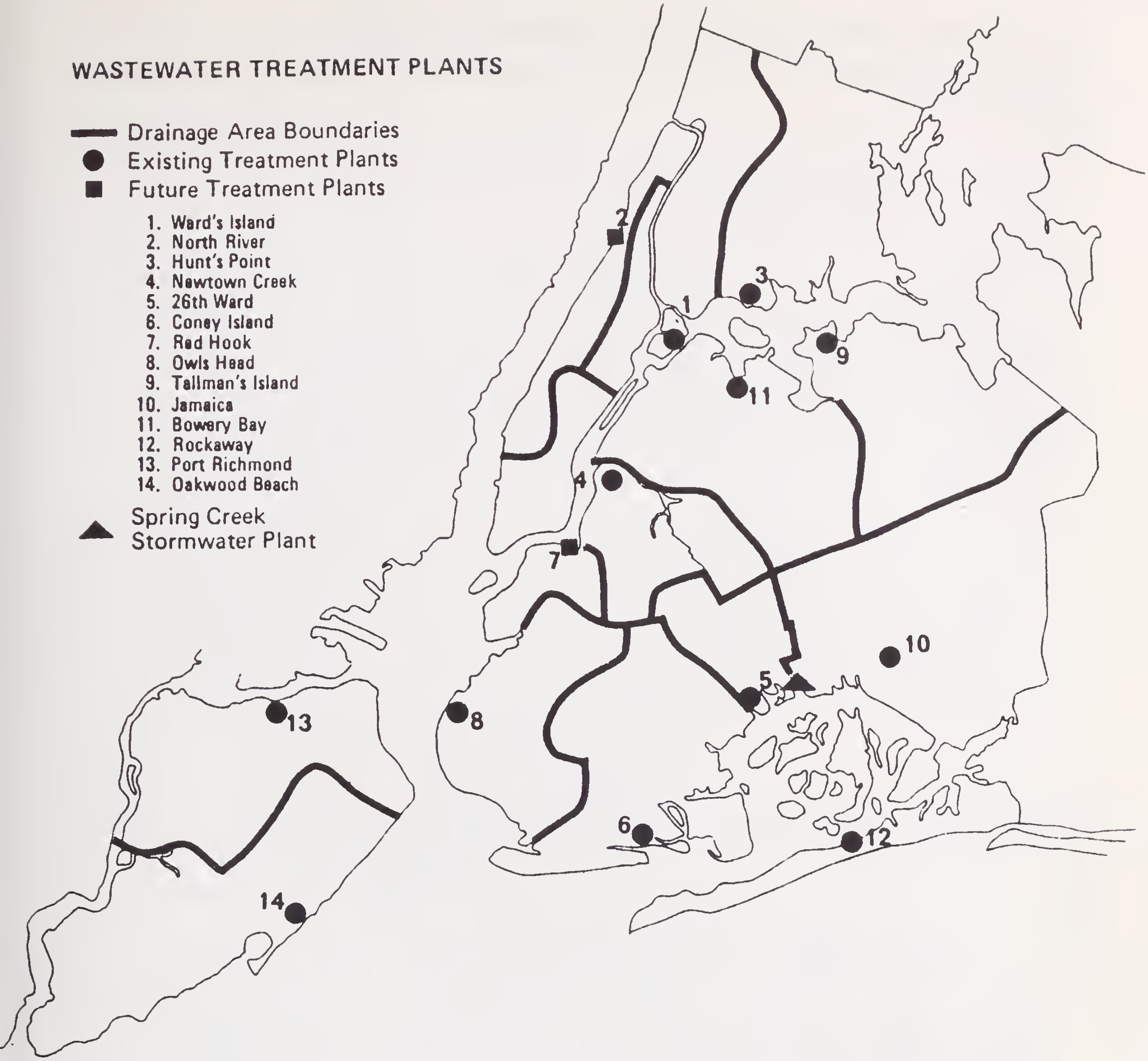
*In reality, the "first year" contract cover a 12-week period. This was extended through reviews and revisions to approximately 10 months.


WASTEWATER TREATMENT PLANTS
Drainage Area Boundaries
● Existing Treatment Plants
■ Future Treatment Plants
1. Ward's Island
2. North River
3. Hunt's Point
4. Newtown Creek
5. 26th Ward
6. Coney Island
7. Red Hook
8. Owls Head
9. Tallman's Island
10. Jamaica
11. Bowery Bay
12. Rockaway
13. Port Richmond
14. Oakwood Beach
▲ Spring Creek Stormwater Plant
1
2
3
4
5
6
7
8
9
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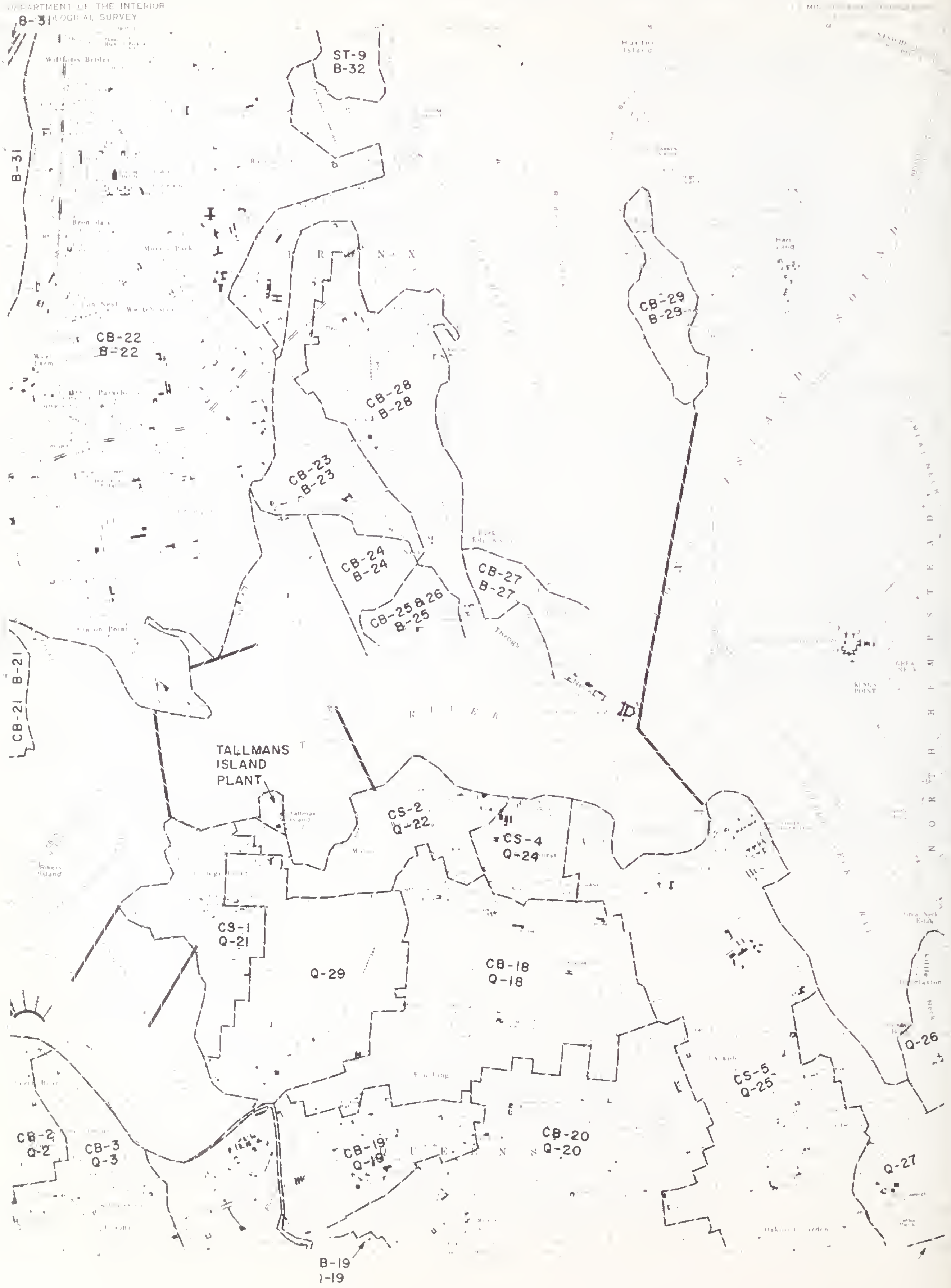
11
12
13
14

208 - NYC
AREAWIDE WATER QUALITY
MANAGEMENT PLANNING

NATURAL RESOURCES OF NEW YORK CITY

MODELING AREAS - N.Y.C. SECTION 208 WATER QUALITY PROJECT


DEPARTMENT OF THE INTERIOR
GEOLOGICAL SURVEY
B-31
ST-9
B-32
B-31
CB-29
B-29
CB-22
B-22
CB-28
B-28
CB-23
B-23
CB-24
B-24
CB-27
B-27
CB-25&26
B-25
CB-21 B-21
TALLMANS
ISLAND
PLANT
CS-2
Q-22
CS-4
Q-24
CS-1
Q-21
Q-29
CB-18
Q-18
Q-26
CS-5
Q-25
CB-2
Q-2
CB-3
Q-3
CB-19
Q-19
CB-20
Q-20
Q-27
B-19
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Achievements of the First Two Years

New York City CZM has reported completion of its contract tasks for the second year, as follows:

1. Delineation of the coastal boundaries.

2. Identification and nomination of several GAPC's (Geographic Areas of Particular Concern) from the larger range of possibilities investigated and discussed with community groups at workshops and meetings and during day-long charrettes with planners in the DCP Borough Offices. These incorporate some natural resource data from the State Department of Environmental Conservation. Specific management programs tailored to each GAPC will be devised.

3. Completed sketch maps of the scenic and aesthetic areas will be refined for final graphics and the technical report. Land use maps showing the 13 land use categories established for the 208 water quality program in the City will be finished by July 1977. Completed maps yield up-to-date data on unsewered areas, sectors lacking a public water supply, drainage basins and watershed boundaries. These offer a unique compilation of sensitive natural features and sites of historic and archeologic significance in both the water edge zone and the waterfront area.

4. Tidal wetlands, geologic conditions, aquatic life, a natural history survey encompassing fish and wildlife preserves, flood hazard areas, parks, beaches and special zoning districts have been catalogued, mapped and analyzed.

5. New York City's flora species have been classified and input to computer files. Mapping is projected in next year's program.

6. Identification of potential use conflicts in the coastal zone, together with exploration of the economic and social impacts of natural resource protection and/or exploitation, pave the way for the next major stage of work: delineation of permissible uses and creation of a management structure to enforce use regulation in the coastal zone.

7. Recognition of regional facilities needs and their integration with local operations widens the scope of work.

8. Finally, the recently completed computer inventory of legislation affecting coastal areas (LUCI) will now be analyzed, possibly as part of a projected computer file of environmental information and maps.

Outer Continental Shelf (OCS)

The supplemental grant for the Outer Continental Shelf project required periodic reporting on this phase of coastal area analysis. A sample report summarizing tasks completed, including public participation, appears in the Appendix and covers the 11-month period May 1, 1976 to March 31, 1977. The project director assisted the staff to Deputy Mayor Osborne Elliott in developing the City's campaign to interest Texas oil companies in New York harbor.

Public Participation

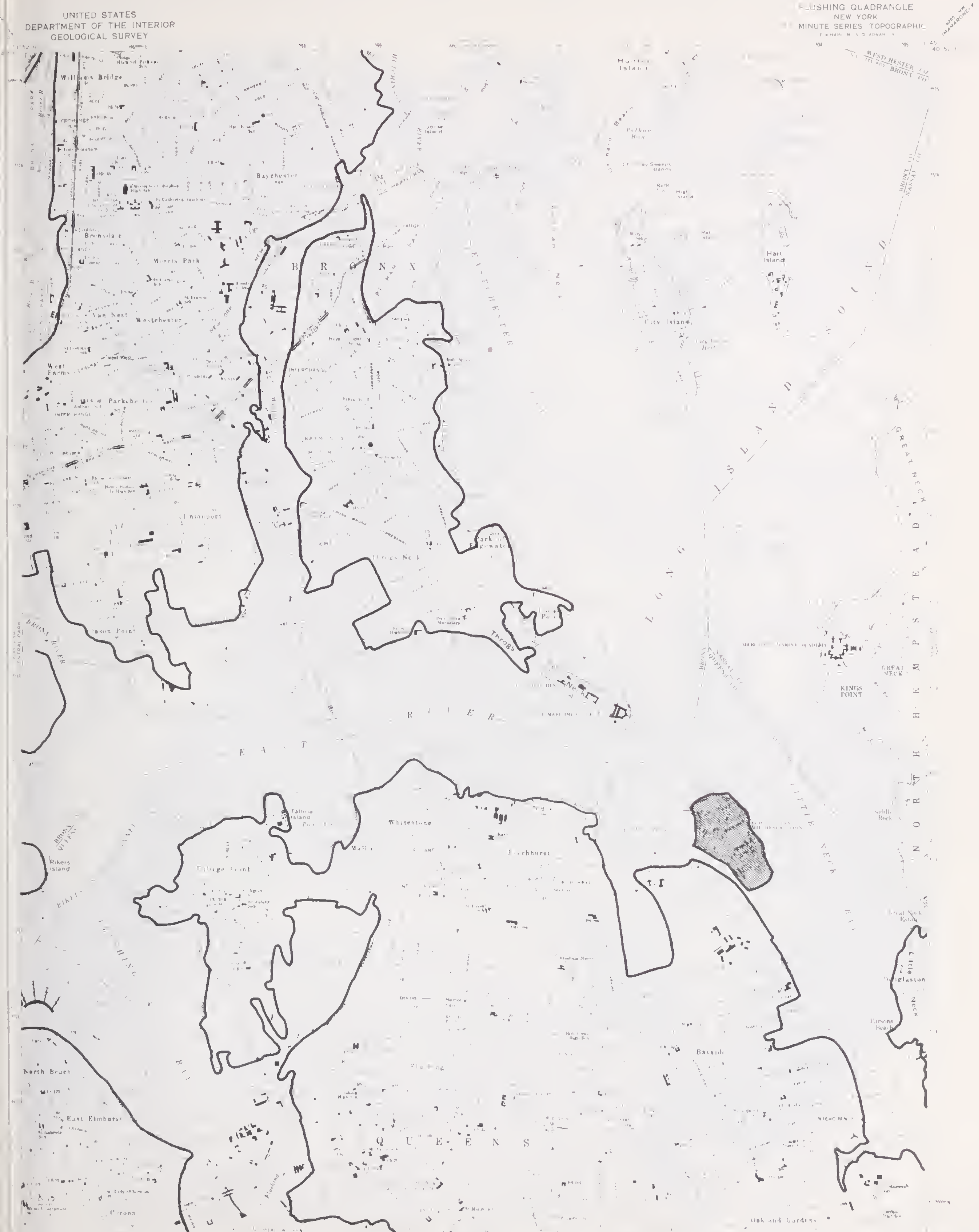
Coordination characterized the past year's involvement of citizens in developing, evaluating, critiquing and advancing the planning processes for CZM, 208, OCS and other land/water-based programs. The 208 CAC became the prime conduit for public education through large public meetings, a bi-monthly bulletin, radio, television, workshops, committee meetings and distribution of local and national literature. In addition to the Land Use Committee, a Coastal Zone Management committee was appointed to work with the City's professional team.

Presentations on water quality and waterways to public meetings and Governing Board sessions enabled staff to discuss on-going proposals and outputs. These included scrutiny of the budget for public participation, funded under the Federal grant to the City; adoption of sketch preliminary boundaries for the Coastal Zone; definition of Objective Sets for Water Quality Goals, undertaken as a 208 task but vital to CZM considerations, which enabled citizens to propose alternative directions for the eventual long-range plan. A major joint effort with staff was a series of five borough-wide briefings in July-August 1976 on 208 and CZM, set up for the Borough Presidents and the volunteer leaders of the 62 Community Boards (now numbering 59, since Charter revision took effect). The briefings invited community leaders to help organize borough workshops open to the public during October and November 1976. At those, panelists and speakers examined the issues and problems of attaining water quality meeting Federal standards and moving towards a plan for comprehensive coastal zone management.

Articles on the Water Workshops appeared in issues of the bi-monthly publication of the 208 Water Report. This bulletin was mailed to organizations, individuals, news and redio media, elected officials and other agency representatives, with as many as 11,000 addresses for certain of the issues. Copies of the newsletter, which is prepared jointly by staff and citizen volunteers serving on the editorial board, accompany this 701 report.

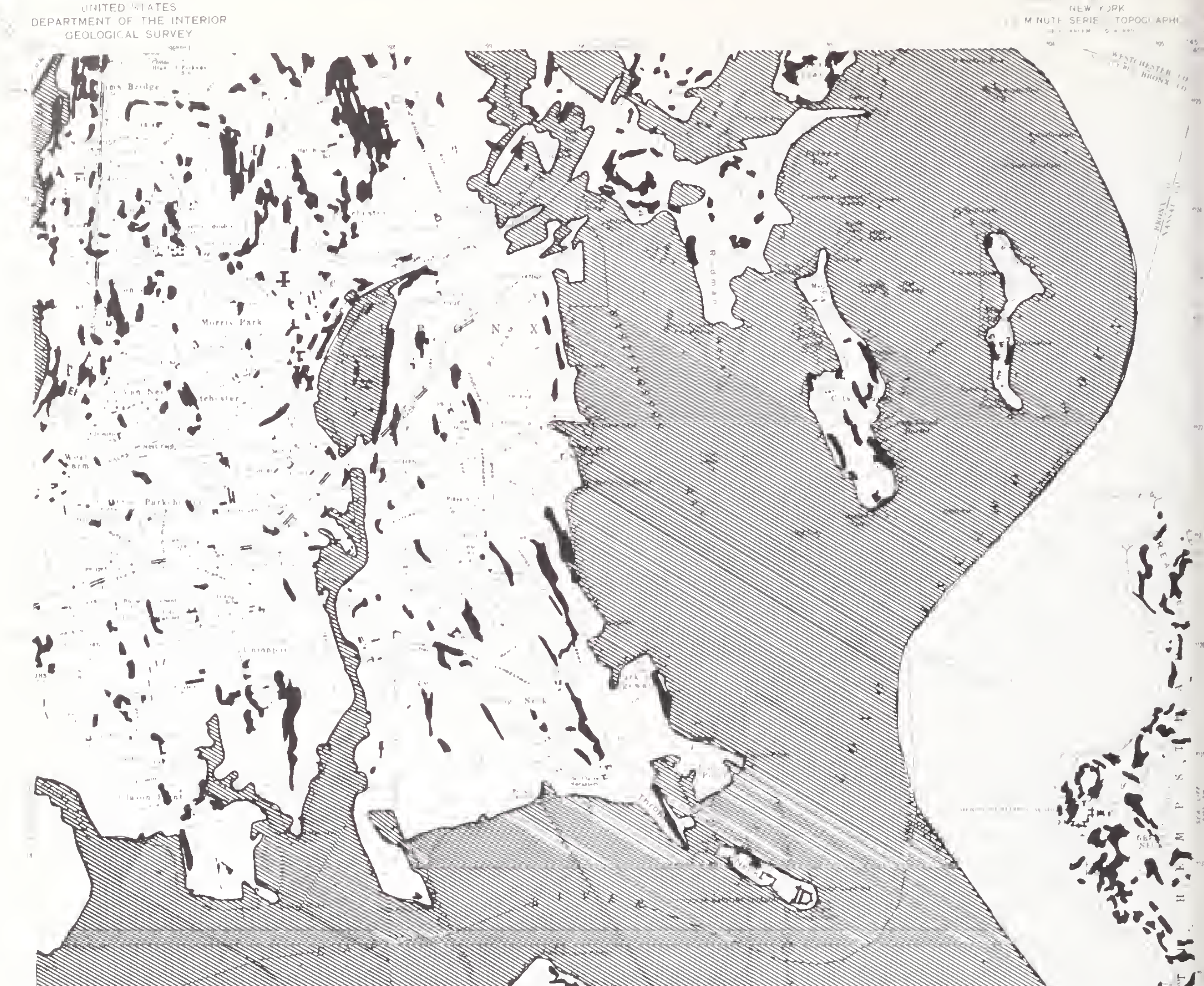
NATURAL RESOURCES OF NEW YORK CITY

PROPOSED COASTAL ZONE BOUNDARIES


UNITED STATES
DEPARTMENT OF THE INTERIOR
GEOLOGICAL SURVEY
FLUSHING QUADRANGLE
NEW YORK
MINUTE SERIES TOPOGRAPHIC
WESTCHESTER CO
BRONX CO
Williams Bridge
Baychester
Bronxdale
Morris Park
Van Nest
Westchester
West Farms
Parkchester
Unionport
B R O N X
WESTCHESTER
Hunter Island
Pelham Bay
Hart Island
City Island
L O N G I S L A N D S O U N D
GREAT NECK
N O R T H H E M P S T E A D
Throgs Neck
Clason Point
BRONX RIVER
E A S T R I V E R
KINGS POINT
GREAT NECK
Rikers Island
Whitestone
College Point
Malba
Beechhurst
LITTLE NECK
Little Neck
Douglaston
Bayside
Flushing
North Beach
East Elmhurst
Corona
Q U E E N S
Oak and Gardens

TEN FOOT SEA LEVEL

NATURAL RESOURCES OF NEW YORK CITY
FLOOD PLAIN AREAS & SLOPES


UNITED STATES
DEPARTMENT OF THE INTERIOR
GEOLOGICAL SURVEY
FLUSHING QUADRANGLE
NEW YORK
MINUTE SERIES TOPOGRAPHIC
WESTCHESTER CO
BRONX CO
Morris Park
BRONX
Whitestone
Flushing
Bayside
QUEENS
North Beach
Corona
Oakland Gardens
Saddle Rock

LARGE SHADED AREAS - FLOOD PLAINS

SOLID DARK AREAS - SLOPES GREATER THAN 15%

Federal Consistency

Assuming adoption and implementation of the CZM plan by New York State some time after 1978, ways of ensuring Federal consistency with the policies and permissible uses will be incorporated into the management plan.

While many questions abound on how to obtain Federal consistency with local CZM plans, as the Federal statute mandates, answers are not easily found. To give just one example, in reviewing the "Draft General Management Plan for Gateway National Recreation Area," (January, 1977) the Department of City Planning commented for New York City as follows:

"Beyond the formulation of the management zones the following issues relating to the environment must be considered:

--Gateway planning must be coordinated through an ongoing mechanism with environmental planning in the region (208, Coastal Zone management, Outer Continental Shelf) to determine Gateway's impact on the natural environment and the impact of other developments on the natural environment in Gateway ... formal responsibility should be determined for clean-ups of oil spills...

--Army Corps of Engineers projects should be reviewed by the environmental coordinating mechanism prior to any Federal or City approvals...

--The City and the Park Service should consult on the proper management of wetlands on the City side of the Gateway boundary;

--Coordination with City agencies will be required in determining the scheduling and funding for water pollution control facilities in Jamaica Bay. Higher priority should be given to recreation facilities within Jamaica Bay to justify the enormous expenditure of funds for improving water quality within the Bay.

C. AIR QUALITY MANAGEMENT STRATEGIES

To reduce the level of air contaminants from mobile and stationary sources, New York City created the Department of Air Resources in 1970. In compliance with federal, state and city laws and regulations, the department sets and enforces standards for the emission of pollutants, including: particulates, sulfur dioxide, carbon monoxide, nitrogen oxides, hydrocarbons and oxidants.

Vehicle emissions require the following reductions in carbon monoxide, nitrogen oxides, hydrocarbons and oxidants:

TABLE III.1

Summary of Contaminant Values

Contaminant	Maximum Measured ppm	Maximum Estimated ppm	Federal Standard ppm	Required Reduction %
Annual Avg. NO2	0.09	0.14	0.05	64%
8-hour CO	32	32	9	72%
1-hour CO	65	65	35	46%
3-hour HC	-	4.7	0.24	-
1-hour Oxidants	0.18	0.18	0.08	60%

*Calculated from Appendix J - Federal Guidelines Document for hydrocarbon reductions to achieve the oxidant standard.

[1] "New York City Meptropolitan Area Air Quality Implementation Plan," New York State Department of Environmental Conservation, revised May 1972, Pg. 8-7.

For stationary sources of air pollution the Department of Air Resources has explored many strategies to achieve the air quality standards of the Clean Air Act. These strategies have been divided into two categories: primary and secondary. Primary strategies are quantifiable in effect, readily applied and enforceable by existing or proposed regulations. Secondary strategies are neither quantifiable nor readily available, or require legislation before implementation. In some instances, secondary strategies may be more economical, may help solve problems other than air pollution, and may provide a factor of safety in meeting the air quality standards. Both types of strategies are being pursued.

Control strategies for particulate matter and sulfur oxides include reducing the allowable sulfur content of fuels, reducing coal use, reducing the lead content of gasoline, upgrading boilers, increasing vehicle efficiencies, reducing auto use, and reducing electrical demand.

Control strategies for nitrogen dioxide, carbon monoxide and hydrocarbon oxidants include switching from incineration to compaction, reducing allowable emissions from automobiles, trucks, and buses, reducing stack emissions from utilities, substituting mass transit for private car use, and enforcing the standards through regular motor vehicle inspections.

To begin to fulfill these strategies local laws were passed in 1966, 1968 and 1971 that set standards and penalties for lower air pollution levels. Previous standards were tightened, new provisions established and penalties strengthened.

Legislative Authority

The management of the City's air resources is carried out under authority of the New York City Air Pollution Control Code and the State Air Pollution Control Act (ECL Article 19), within the framework of the Federal Clean Air Act of 1967 and its Amendments of 1970. The Clean Air Act and its Amendments established a national policy for air pollution control with primary responsibility and authority for action going to the States.

The specifics of the 1970 Amendments require promulgation and enforcement of ambient air quality standards for six major pollutants: sulfur dioxide, particulates, hydrocarbons, carbon monoxide, photochemical oxidants and nitrogen dioxide. Both primary and secondary standards have been developed for protection of health and welfare.

An Air Quality Implementation Plan is to be prepared by the State. It consists of a stationary source control plan, a transportation control plan, an air quality maintenance plan and a plan to prevent air quality deterioration. Each component and the entire plan must be reviewed and approved by EPA.

Briefly, the demands of each component plan are as follows:

1. Stationary Source Control Plan: New and existing sources must conform to regulatory elements. Regulatory procedures are used as control elements. Monitoring and inspection efforts aid in compliance. The New York Metropolitan Area Air Quality Inspection Plan was issued in 1972; revisions are ongoing and should be completed by 1978.

2. Transportation Control Plan (TCP): As a reinforcement to the stationary source plan and new vehicles improvements, there is a transportation control plan for the New York Metropolitan Area. Strategies such as vehicle inspection and maintenance, improved traffic management, improved traffic enforcement, express bus service are included within the plan. New York City's 1973 TCP is now under revision as a result of recent court orders. A revised plan should be available during the summer of 1977.

   Within the metropolitan area the State also delegates (with overview authority) the administration of an "indirect source" permit program. An indirect source is a transportation-related facility, such as a large shopping center, parking lot or stadium that may generate significant traffic and contribute to air quality deterioration. The issuance of a permit ensures that air standards will not be violated. If necessary, mitigation measures are instituted to reduce facility-related emissions; these may include traffic circulation and control, reduction of facility capacity or restricted use. The focus of these measures and related emission control efforts centers on carbon monoxide reduction.

3. Air Quality Maintenance Plan (AQMP): EPA regulations require the States to identify areas where air quality standards may be exceeded by 1985, due to area growth and development. New York City has been designated as one of ten air quality maintenance areas within New York State. Accordingly, plans must be formulated to prevent this deterioration and maintain air quality above the established standards. EPA has established fairly flexible schedules for the promulgation of the plan, under an ongoing planning process.

4. Prevention of Air Quality Deterioration: Based on a Supreme Court decision that the Clean Air Act prohibits the degradation of air quality in areas with air cleaner than that required by the national standards, the states have been given the option of classifying areas according to prevailing air quality. Class I, Class II and Class III respectively run the gamut from allowances of very little additional air quality degradation, to moderate degradation, to degradation nearly to the national standards.

   The direct and indirect land-use implications of these classifications are clear. Congress has recently passed amendments to the Clean Air Act that alter these classifications. Following enactment of these amendments, EPA will issue revised rules and regulations.

   The AQMP must specify and incorporate steps for coordination of program relationships among Air Quality Maintenance and other State, regional and local programs, including land-use management, water quality management and solid waste management. This must be ensured through procedures for consultation and review among the agency responsible for AQMP and appropriate State agencies, elected officials, local government and areawide planning agencies. The focus is on plan and program consistency. It is imperative that existing land-use plans and controls be utilized toward the achievement of air and water quality goals. If there is a basic incompatibility among the land-use plans, controls and standards, the plans/controls must be changed in favor of better environmental planning measures. Where land-use plans do not exist, they should be developed as a means to mitigate air and water pollution.

AQMP and 701

There is no direct agreement between HUD and EPA regarding the 701 Land Use Element and Air Quality Maintenance Planning. However, the individual land use plans and strategies do integrate air quality concerns; this is especially true in relation to the environmental planning and assessment provisions within the 701 process.

Air quality data has been extensively collected throughout the New York Metropolitan area by the City's Department of Air Resources. This data and the effectuation of the stationary source control and modified transportation control plan should bring continued progress, with 701 consistency, toward the achievement of the national air quality standards.

D. Noise Pollution

In 1972, New York City passed a noise control code. It was established:

> to reduce the ambient noise level in the city, so as to preserve, protect and promote the public health, safety and welfare, and the peace and quiet of the inhabitants of the city, prevent injury to human, plant and animal life and property, foster the convenience and comfort of its inhabitants and facilitate the enjoyment of the natural attractions of the city. The code was established in recognition that every person is entitled to ambient noise levels that are not detrimental to life, health and enjoyment of his property and that the making creation or maintenance of excessive and unnecessary noises within the city affects and is a menace to public health, comfort, convenience, safety, welfare and the prosperity of the people of the city.[1]

For example, the code limits the hours of construction to weekdays between 7 a.m. and 6 p.m. It requires each paving breaker to have a muffler and a noise level no greater than 90 db by 1976. Tunneling is regulated and requires a prior report on how noise would be limited.

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[1] Local Law No. 57: Noise Control Code, New York, 1972.

[2] Local Law No. 37 of 1976 set the following allowable levels for paving breakers (measured at a distance of one meter):

12/31/78	100 db (A)
12/31/81	95 db (A)

Rapid transit noise must be the lowest economically and technically feasible. Sanitation trucks are limited to 75 db measured at ten feet. This will become 70 db (A) on December 31, 1978 under Local Law #42 of 1976.

Motor vehicle noise standards were set as follows:

Table III.2

Motor Vehicle Noise Standards

	Speed limit of 35 mph or less	Speed limit of more than 35 mph
	Column I measured at 50 ft. from rear of vehicle	
(1) Any motor vehicle with a manufacturer's gross vehicle rating of 8,000 pounds or more and any combination of vehicles towed by such motor vehicle	86 db(A)	90 db(A)
(2) Any motorcycle other than a motor-driven cycle		
before January 1, 1978	82 db(A)	86 db(A)
after January 1, 1978	78 db(A)	82 db(A)
(3) Any other motor vehicle and any combination of vehicles towed by such motor vehicles		
before January 1, 1978	76 db(A)	82 db(A)
after January 1, 1978	70 db(A)	79 db(A)
	Column II measured at 25 ft. from rear of vehicle	
(1) Any motor vehicle with a manufacturer's gross vehicle rating of 8,000 pounds or more and any combination of vehicles towed by such motor vehicle	92 db(A)	96 db(A)
(2) Any motorcycle other than a motor-driven cycle		
before January 1, 1978	88 db(A)	92 db(A)
after January 1, 1978	84 db(A)	88 db(A)
(3) Any other motor vehicle and any combination of vehicles towed by such motor vehicle		
before January 1, 1978	82 db(A)	88 db(A)
after January 1, 1978	76 db(A)	85 db(A)

E. Environmental Assessment Strategies

Provisions of HUD regulations (40 FR 164, August 22, 1975, § 600.65) require that "planning activities funded under the Comprehensive Planning Assistance Program shall be conducted in full accord with the policies and provisions of the National Environmental Policy Act of 1969 (PL 91-190)". The Department of Environmental Protection and the City Planning Department will share responsibilities locally in this field.

The specific requirements focus on two areas of responsibility: inclusion of environmental planning in the comprehensive planning process; and the completion of an environmental assessment for assisted work that will result in development plans or policies for land use, major community facilities, major utility systems, major transportation systems or the protection of natural areas. The basic content of the environmental assessment includes the following:

1. A summary of the proposed plan or policy.

2. The expected environmental impact of the proposed plan or policy.

3. Any adverse environmental effects which cannot be avoided should the proposed plan or policy be implemented.

4. Alternatives to the proposed plans and policies.

5. The relationships, under the proposed plan or policies, between local short-term uses of man's environment and maintenance and enhancement of long-term productivity.
6. Any irreversible and irretrievable commitments of resources which would result upon implementation of the proposed plans or policies.

This assessment should be appended to the proposed plan or policy and be made available to the public on a timely basis. In this manner the assessment and its application become the prime methodology for inclusion of environmental planning into the 701 process.

Through the preparation and utilization of the assessment, as well as the interrelationships among the natural and man-made elements within the proposed plans and policies, management of the major problems and opportunities becomes possible. These elements and the incorporation of local, State and Federal environmental quality standards and policies combine to yield the environmental planning component of the entire planning process.

Criteria for Project Selection

The determination of criteria by which to select 701 proposed plans and policies for environmental assessments is based on the provision calling for assessments "when the assisted work program will result in developmental plans, programs or policies for land use, _major_ ... community facilities, _major_ utility systems, _major_ transportation systems, or the protection of natural areas (estuaries, coastal zones, etc.)" The Department of City Planning has adopted this approach, deciding that the plan, policy or program to be assessed must be:

(1) _Developmental_ in nature -- that is, it must specifically propose the physical construction of a community facility, utility or transportation system, or it must propose a zoning change which affects the use of land, or it must be an action to preserve a natural area or historic property.

(2) The proposal must be major in scope.
A determination of whether a developmental plan, policy or program is major is made on a case-by-case basis in consultation with HUD.

Moreover, the plan, policy or program does not ever have to be carried out in the form or manner originally proposed, or require final implementation by the City Planning Commission, for an assessment to be required. On the other hand, environmental assessments do not have to be prepared for any study which is primarily oriented toward inventories, surveys, data collection, or coordination of governmental functions.

An assumption cannot be made that the environmental impact will be positive, and that, therefore, an environmental assessment need not be prepared. Only after the environmental assessment has been prepared, and all alternatives have been considered, can a determination be made on the environmental impact. When an environmental assessment is needed, it must be prepared concomitantly with, not subsequent to, the plan or policy being proposed.

Utilizing these criteria, a tabulation follows of the likely or probable local candidates for Environmental Assessment, chosen from the complete compilation of the 701 1976-1977 proposals. Funding capability will affect the decision on final selections.

Table III.3 THE ENVIRONMENTAL ASSESSMENTS PROPOSED FOR THE 701 ASSISTED PLANS AND POLICIES

Work Item	Project Title	Probable EA Requiring and Determining Criteria	Target Date Preparation of EA	Nature of EA
I. Citywide	Coastal Zone Management First Year Work Program(9/76)	Not yet (too early)	Will be prepared when appropriate	Comprehensive
	New York City Section 208 Area-wide Waste Water Treatment Planning (9-month interim output (1/77)	Too early		
	Economic Recovery: New York City's Program for 1977-1981 (12/76)	Possible major developmental implications	Jan. '78	Focus on relevant sections for study
II. Bronx Borough Studies	City Island: Proposals For an Island Community (7/76)	Likely, developmental implications	Jan. '78	Impact specific
	Melrose-Morrisania Air Rights Special Zoning Permit (3/77)	Likely, developmental implications	Jan. '78	Impact specific
	A Plan for Bathgate	Likely, developmental implications	Jan. '78	Impact specific
III. Brooklyn Borough Studies	Broadway-Brooklyn Revitalization (draft 6/76)	Likely, developmental implications	Jan. '78	Impact specific
	Sunset Park (1/77) Fulton Mall	Likely, developmental implications	Jan. '78	Impact specific
IV. Manhattan Borough Studies	Union Square Revitalization (1/76)	Likely, developmental implications	Jan. '78	Impact specific
	Little Italy Special District (12/76)	Possible - some developmental implications	Mar. '78	Impact specific

Work Item	Project Title	Probably EA Requirement and Determining Criteria	Target Date Preparation of EA	Nature of EA
V. Queens Borough Studies	Rego Park - Muss Tankoos Proposal	Possible	April '78	Impact specific
	Far Rockaway: Redevelopment Plan for Downtown Shopping Area (1/75)	Likely, developmental implications	April '78	Comprehensive
	Far Rockaway: Arverne Urban Renewal Project (8/75)	Likely, developmental implications	April '78	Comprehensive
	Far Rockaway Shopping Area (3/76)	Likely, developmental implications	April '78	Impact specific
	A Proposal for the Revitalization of the Linden Boulevard Commercial Corridor (12/76)	Likely, developmental implications	April '78	Impact specific
	A Proposal for the Revitalization of the Rockaway Boulevard Commercial Corridor (12/76)	Likely, developmental implications	April '78	Impact specific
	Long Island City Study (7/76)	Likely	May '78	Comprehensive
	South Shore Study: Subareas 1, 6, 9, 10, 11	Probable developmental implications	June '78	Comprehensive
VI. Staten Island Studies	Towns in South Richmond: A Proposal for Controlled Growth on Staten Island (4/75)	Probable developmental implications	June '78	Comprehensive
	St. George (1/75)	Probable developmental implications	June '78	Comprehensive

Interrelationships with other DCP Environmental Programs

There are several major, ongoing environmental programs within the Department of City Planning, including: Section 208 Areawide Wastewater Treatment Management Planning; Coastal Zone Management; Outer Continental Shelf Planning; the State Environmental Quality Review Act Procedures (SEQRA); and the Community Development Block Grant Environmental Review Program. All these have direct or indirect relationships with the Environmental Assessment procedures.

The direct relationships include the impact analysis relevant in each of these major plans or programs and its association with the demands for similar analyses within each planning policy or program. The direct interactive impact analyses among these programs and the 701 proposals can and should be beneficial to all concerned. That is, there must be direct input from the environmental assessments to the plan and program analyses and vice versa. This can be accomplished with some timely coordination on the part of all those involved.

The direct input relationship, in the extreme, may obviate some or all of the plan or program analysis or the entire 701 environmental assessment, since one may substitute for the other. Substitution will depend on which assessment comes first, their degree or overlap, and the quality of the existing document. Full substitution will occur very rarely. If it does occur it will most likely involve the SEQRA and/or CD-Environmental Review procedures.

Indirectly, there will be many substantive and procedural elements of both the 701 EA's and the on-going programs assessments procedures that will be mutually supportive. This primarily involves the staff and citizen education derived from any environmental assessment process.

Application of 701 EA's

The prime value of a well prepared and timely Environmental Assessment is through the objective feedback it brings to the implementation of the proposal being assessed. This is true for both the professional planner and the informed layman concerned with the project.

To date the value of the assessment procedure has been uneven and disappointing. Only a few assessments have been produced. Their existence and purpose are not generally known or appreciated. The key to an improved EA application process lies in two parallel directions:
(1) proper funding for the preparation and dissemination of the individual and the full complement of required EA's; (2) a focused education campaign regarding the purpose and utilization of the proposal's assessment. With these efforts and some informed coordination, the return on the dollar invested in the necessary 701 Environmental Assessments could be substantial.

F. SOLID WASTE MANAGEMENT STRATEGIES

To insure that refuse disposal can be accommodated once landfill space is exhausted, the City has developed a comprehensive plan which envisions the development of a number of resource recovery facilities. In addition, several existing incinerators are being upgraded to satisfy particulate emission standards.

The comprehensive plan seeks to take advantage of various activities undertaken by both public and private organizations. Among the various organizations involved are the City's three existing utilities -- Con Edision, Brooklyn Union Gas and the Power Authority of the State of New York (PASNY). Con Edison is interested in utilizing refuse-derived fuel for both electric and steam generation at a number of sites. PASNY is planning to use refuse-derived fuel and coal in its anticipated electric power plant in Arthur Kill. And Brooklyn Union Gas is interested in developing a power plant at and for the Brooklyn Navy Yard which is capable of using refuse-derived fuel. In addition, the Port Authority is interested in supplementing fossil fuel consumption with some form of refuse-derived fuel for use at the Kennedy Airport central heating and cooling plant and also perhaps in developing an additional energy facility to attract industrial development in the Spring Creek section of Brooklyn.

The City is also entertaining offers from private concerns to develop material recovery systems. Indications are that all such systems are not economical without some form of public subsidy. The City is also, however, interested in some form of profit-sharing plan with the facility owner. Such negotiations are being undertaken to develop the most cost-effective relationship for the City.

Aside from the determination of markets for either refuse-derived fuel and recoverable materials, the City has essentially three strategies available for refuse disposal. First, the City itself will construct and operate such facilities. Second, the City can contract with the private sector to process refuse, and third, (least acceptable,) the City could amend the present allowable height limitations of existing landfills to increase their capacity. At present some combination of the first and second options is most acceptable. To date the City is considering the first two options in developing refuse-processing facilities. There are five possible public/private arrangements available to implement such systems. These are graphically presented in the following chart:

III.4

Resource Recovery Acquisition Approaches
Private/Govt Project Element Responsibility

ACQUISITION APPROACH	PROJECT ELEMENT							
	DESIGN	CONSTRUCT	SUPV CONST	SHAKE DOWN	OPERATE	OWN	PROC METHOD	EXAMPLE
CONVENTIONAL	PRIVATE	GOVT →	→	→	→	→	A&E DESIGN NON NEGOTIATED	AKRON OH
TURNKEY	PRIVATE →	→	→	→	GOVT →	→	NEGOTIATED	BALTIMORE MD
FULL SERVICE	PRIVATE →	→	→	→	→	→	NEGOTIATED	HEMPSTEAD NY
FULL SERVICE WITH GOVT OWNERSHIP	PRIVATE →	→	→	→	→	GOVT	NEGOTIATED	BRIDGEPORT CT
MODIFIED FULL SERVICE	PRIVATE	GOVT	PRIVATE →	→	→	GOVT	NEGOTIATED except construction element	MONROE COUNTY NY

Source: Summary Report: Comprehensive Solid Waste Management Plan for Refuse Disposal and Recovery of Material and Energy Resources. City of New York/Environmental Protection Administration. June 1977. Page 4.

The City is presently engaged in assessing the various processing techniques in order to achieve a "best-fit" in terms of the available markets. For example, the production of a gaseous fuel from refuse is particularly attractive at Kennedy Airport, where the high stack heights required when particulate emissions from a solid fuel occur are not permitted. The City is examining a series of eleven projects which, if implemented, would eliminate the need for landfills as the major disposal method by 1985. The landfills, however, will still be able to accommodate the non-putrescible ash and residue that can occur after resource recovery. The following table lists the major projects and their expected implementation dates envisioned in the City's Comprehensive Solid Waste Management Plan.[1]

Refuse disposal technology -- particularly its utilization as an energy source-- is still emerging in the United States. Because new ideas are continuously being tested and evaluated, the current plan is subject to modification as new approaches prove successful. The City, therefore, has an open door policy regarding both new markets for recoverable materials or fuels derived from refuse, and also new ideas for refuse-processing systems. However, should new approaches prove either excessively expensive or harmful to the public, the current plan is flexible enough to satisfy future refuse disposal requirements.

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[1] Source: Comprehensive Solid Waste Management Plan for Refuse Disposal and Recovery of Material and Energy Resources. (Summary Report). NYC Department of Environmental Protection. Prepared under contract with NYS Department of Environmental Conservation. June 1977.

Flushing Meadow Park, where two World's Fairs once attracted millions, is part of the open space resources of Queens. Buildings saved after the Fairs are being re-used for various functions.

Youngsters, some of them handicapped, enjoying the playground program at Roberto Clemente State Park, The Bronx. They were photographed during the City's architectural competition in 1976 for innovative playground plans. A jury will announce in November 1977 the preferred design from those submitted by the four first-place winners. (Bib. 6)

OPEN SPACE RECREATION STRATEGIES

Most park planning decisions in New York City are made as responses to the dynamics of a given neighborhood. One example is the creation of a borough-wide zoning amendment, the Staten Island Park and Open Space Network, being developed as an extension of a special zoning district. The existing Open Space Network seeks to protect the natural features of South Richmond and encourages connections between parks, such as paths between park sites for use of cyclists. Privately owned open space would surround these paths to retain the park-like atmosphere. This land would be preserved as designated open space with development rights being shifted from the open space to an adjacent section of the property.

Other examples of incremental strategies are:

- the competition in 1976 for the design of a playground for the handicapped, conducted by the Department of City Planning;
- a land exchange between a state park in Queens and a city park in Staten Island;
- mapping issues, such as demapping a public place from the jurisdiction of the Department of Parks to the Department of Real Estate also in Queens to enable the Department of Real Estate to lease the public place to a YMHA for long-term use. This reflects a City policy of aiding a non-profit agency willing to operate and maintain a recreational facility for all residents, in exchange for a lease of fallow city park-land.

Most of the strategies are specifically directed at preserving the park system from further deterioration and maintaining a reasonable level of recreational programming.

Federal Aid

Besides the Section 701 program, the most promising federal effort to fund urban open space planning as part of the comprehensive planning process is the Community Development Act of 1974. The Act consolidates past federal programs, many of which had included open space planning: Model Cities, Title I and NDR Urban Renewal, Neighborhood Facilities Grants, Open Space Grants and several others. The Act clearly states that a proposed Community Development Plan should meet community needs for park and recreation facilities. Under the City's proposed Third Year Community Development Plan and Program, Long-Term Objectives include the attempt to conserve the stability and viability of residential areas by rehabilitating housing, improving infrastructures, revitalizing commercial strips and providing adequate community facilities such as parks and recreational facilities.

Two particular CD programs call for rehabilitation of parks: the Interim Site Improvement Program permits temporary improvement of vacant City-owned land. The Site Improvement Program allocates funds for more long-range types of betterment. Both these programs are part of the neighborhood stabilization effort in developing a comprehensive community development plan.

Another potentially important mechanism for financing outdoor recreation is the Land and Water Conservation Fund Act (LWCF) of 1965 administered by the Bureau of Outdoor Recreation. Its objective is to provide financial assistance to the states and municipalities for the preparation of statewide comprehensive outdoor recreation areas and facilities.

Unfortunately, the LWCF inhibits the efforts of large cities and states because of its grants formula: the total allocation to an individual state is not to exceed seven percent of the total amount allocated to the several states in any one year. Payments to the state cover only 50 percent of the cost of planning, acquisition, or development projects with the remaining 50 percent to be matched by the state. There are no funds for operation and maintenance of facilities or research. Planning funds are limited to the development of a Statewide Comprehensive Recreation Plan, periodically updated to qualify for LWCF funding. Minimal planning funds are allocated to New York City.

In New York State, preparation of the comprehensive plan falls to the State Park Commission for New York City, which directs one of 12 regions established by law in 1972 under the New York State Office of Parks and Recreation. The State Commission coordinated revision of the comprehensive recreation plan with the City; it has also evolved various innovative programs in spite of the severe lack of funds.

H. ZONING STRATEGIES

Revision of the Zoning Resolution will include a new emphasis on environmental protection. The City's approach is best distilled in the following excerpt from materials prepared for a citywide zoning conference scheduled for July 19, 1977.[2]

Environment

The 1961 Zoning Resolution was enacted before the growth of concern for the environment and the passage of a large body of legislation which mandates various standards. The Federal laws requiring environmental review, water quality control, management of coastal zones and the outer-continental shelf and on-shore facilities must be related to local land use planning. Recent State wetlands and environmental quality review legislation needs to be analyzed for local application as well. A new City review policy to implement the State environmental quality review law became effective as of June 1, 1977.

The City must evaluate broad legal issues, recent court decisions and new administrative regulations and must formulate local policy which balances Federal and State mandates with local needs.

Several areas of concern must be studied, from the point of view of zoning, to improve environmental quality in the City, and to balance environmental concerns with economic considerations.

Air Quality: Air quality is a problem in many areas of the City, particularly in dense central business districts. Federal air quality regulations mandate a review of parking policy. Zoning may be useful in achieving a proper balance of the City's economic development needs with air quality considerations.

Noise: Federal regulations control construction of housing on land within certain distances from airport runways and other noise generators. Under these guidelines, Starrett City, a 6000-unit housing development built in an R5 district before the Federal noise regulations were enacted, would have been prohibited. Zoning must be revised to meet Federal noise standards on a Citywide basis.

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[2] "A New Zoning for New York City". City Planning Commission. The Zoning Study Group. July 1977. 21 pp.

Natural Features: In spite of its extensive development, New York City has natural features -- such as steep slopes, rock outcrops, ponds, streams and vegetation -- of great ecological value. In other parts of the country zoning and non-zoning techniques are being used to protect such natural features.

Recently special zoning districts to preserve natural features have been mapped in Staten Island and the Bronx. However, natural features such as fresh water and tidewater wetlands generally are not dealt with in the Zoning Resolution. Criteria should be developed for the treatment of natural features in response to growing concern for their preservation.

Water: Water quality considerations, significantly affected by density of development are not embodied in current zoning. Fifteen years ago, emphasis was placed on building pollution control facilities and storm water retention centers as the primary means of improving water quality. Today, these efforts need to be supplemented by more sensitive zoning controls and other non-structural solutions.

Certain parts of the City zoned for middle-density residential development have inadequate sewers. In the absence of City capital funds to remedy such situations, areas such as these must be re-examined and zoning tools must be devised which evaluate proposals for new development in relationship to water quality.

Ongoing Federally-funded waterfront planning also has zoning implications. The City needs a local policy that balances environmental considerations with the need for viable port facilities and recreation uses.

HUMAN SERVICES STRATEGIES

The City of New York has long accepted the need to strengthen coordinated planning in the area of human resources. Last year, with the aid of foundation funding, an office of Human Resources Planning was set up in the Office of the Mayor. Below is a sample of strategies to implement the planning for Human Services, particularly the land use aspects of these facilities.

A. Health

1. The City, through the Health and Hospitals Corporation, is bettering the care provided by the Emergency Service Division. That unit, which was recently reorganized, is in the process of up-grading staff and making other improvements through federal funding.

   In addition an increasing number of fire personnel are receiving paramedical training.

2. Under the leadership of the Health Systems Agency for New York City, the City is reviewing proposed health projects and the development of over-all plans.

3. To achieve integrated planning, a Task Force has been formed to restructure the consumer-provider Borough Federations of the New York City Department of Mental Hygiene, Mental Retardation and Alcoholism to deal with the shift in emphasis from planning for new or expanded programs to that of assessing, evaluating and monitoring existing activities.

4. In view of budgetary constraints, the Department of Mental Health and Mental Retardation Services is planning to combine its resources with those of other sectors, providing such action will be consistent with Departmental policy and priorities.

5. The City Planning Commission, through its mechanism of issuing Special Permits for nursing homes and DCFs, is in a position to control density and dispersion of facilities. By encouraging sponsors to confer with staff of the Department of City Planning at an early stage, it is possible to work out techniques for achieving optimal siting and land use of such facilities.

B. Social Services

The City is now implementing a process of management-by-objectives, which includes further automation and streamlining of the complicated maze of social service programs (that sometimes overlap and duplicate each other). It is important to New York City that there be increased federalization of income maintenance, medical assistance and social service programs, to relieve the heavy local financial burden of its comprehensive services. Current federal and state regulations have resulted in a substantially greater proportional share of these costs being carried by local government. Because of New York City's unique status -- being an entry point for opportunity for many disadvantaged groups -- the residents of this city have willingly borne higher levels of taxation than any other area of the country. This can no longer be done due to the erosion of the economic base, which has forced painful reductions in services to the poor. Many public and private jobs have been lost, raising the demand for services.

Increased costs for income maintenance, medical assistance and social services are being controlled by four techniques: increased management efficiencies; limitations on eligibility criteria; reduced service availability; an arbitrary cost reimbursement formula which not only reduces local funds available for service but reduces matching funds previously received from federal and state sources.

Most of the city's responsibilities in this area are mandated by federal and state guidelines, as are the goals and objectives of the programs. Help for New York City and other urban areas with severe economic dislocations must be forthcoming if rapid progress is to be made to achieve the goals of the human resources programs in New York City.

Under recently passed Charter revisions and amendments, the increased role being given to community boards for the evaluation of services and the establishment of priorities for the city are expected to have a beneficial effect on the overall level of human services delivery. The legitimacy of involvement of the service consumer has been increased and the potential for increasing the quality of service delivery is great.

Strategies for Community Residential Facilities

1. The development of computerized files of CRFs containing essential data by community board will assist in monitoring the rational distribution of these programs.

2. The development of computerized community service agency files will increase the likelihood of adequate back-up services for CRFs.

3. Implementation by legislation and administrative guideline of more adequate procedures for the further development of CRFs.

C. Public Safety Strategies

The major strategy to implement the policies sketched in Section II is to obtain the necessary State and Federal funds to support the Criminal Justice System. In this connection it should be mentioned that on April 1, 1977 the State took over the administration of the City courts. There is a need for Federal funds earmarked for the improvement of the operation of the City courts.

D. Education Strategies

1. Data Research

The City Planning Department has been working with the Board of Education in development of a permanent, relevant data base which would provide information about current changes. Dissemination of this information aims to stimulate consideration and response before situations reach a critical stage.

The most important changes to be recorded and analyzed are:

- Changes in enrollment such as increase and decrease, ethnicity, in- and out-migration, and transfers. Current analyses show that enrollments are generally down, white pupils continue to diminish and migration transfers are high.
- Changes in births (down but at a decreasing rate).
- Changes in attendance.
- Changes in performance.

Local analyses can indicate where pressures are building up in relation to school plant or program. New York City's planners have assembled such data in a number of mini-plans: Greenpoint, East New York, Sunset Park, Little Italy and others.

2. Management

The City has proposed development of a comprehensive school-space management plan. It will include 5-year and 20-year projections of school space needs, categorized by the number and location of school closings, new schools, replacement schools and major modernizations. It would also inventory existing buildings, determine standards for establishing reasonable life expetancies, and summarize usable life expectancies of the facilities. Major plant upgrading programs would be fully described. For example, a key plan is designed to meet State and Federal clean air standards in all of its leading plants. Data and targets will cover target dates for compliance, upgradings required, cost of compliance and source of funds.

Fiscal Actions

3. A vigorous education system must be nurtured by suitable funding, expanded Federal and State aid, partnerships among parents, Boards, City and other agencies. Here are examples of desirable programs where federal funding is probably necessary:

   - Greater aid for poverty children, with smaller classes at the lower grades; bilingual programs; support for school libraries; personnel to offer remediation and enrichment during the non-traditional school year.

   - Personnel to enlist the parents to check daily on their children's attendance at school, doing their homework, coming to school when their children have problems.

   - Specialized aid for the physically and mentally handicapped; intensive guidance for disruptive children; in-service training to teachers in new procedures.

   Presently, Community Development grants may not be allocated to schools. Guidelines should be changed to permit CD funds to be used for school improvements useful to the over-all community, as well as to the pupils.

4. The City Charter now mandates that all school construction projects be evaluated through the Uniform Land Use Review Procedure. This involves Community Boards and City government, with public hearings mandated. The City Planning Department is the responsible agency for ULURP. Because of the built-in time-lines, ULURP is expected to speed up and strengthen the site-selection process, ending the delays which too often retard construction past the point of peak need for a facility.

5. A cooperative planning process has begun to minimize the blighting influences of large empty buildings. Current procedures for closing buildings are sluggish and inadequate and must be revised to expedite prompt demolition or re-use of these structures. This involves coordination among the Board of Education, Community School Boards, Department of Real Estate, Mayor's Office and City Planning Department.

East Side International Community Center

(former P.135, Manhattan)

M.E.N.D Neighborhood Center

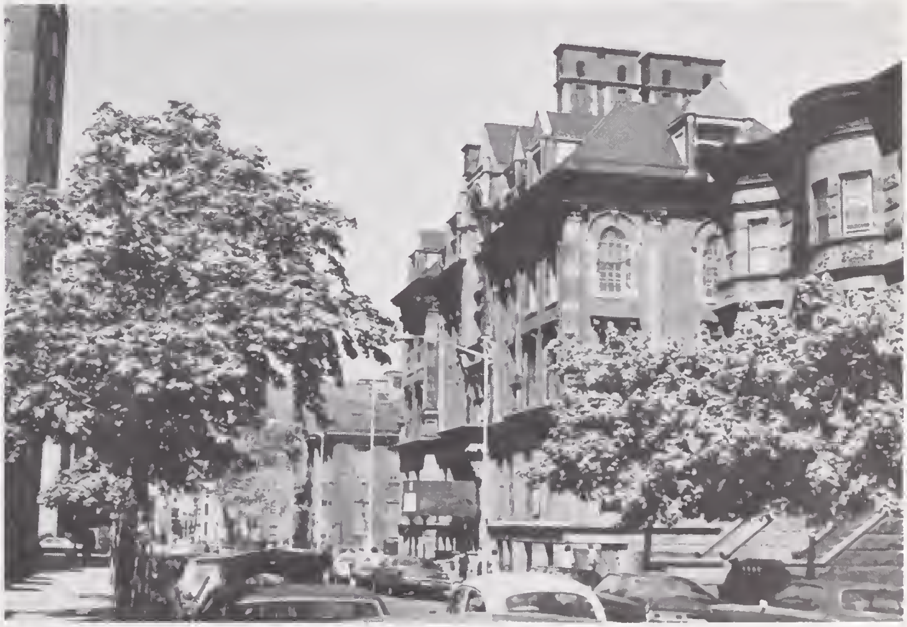
(former P.107, East Harlem)

Studios/Institute for Art & Urban Resources

(former P.1, Long Island City)

Lower East Side
Community School

(former P.4, Manhattan)



Old P.S.9 Neighborhood Center

(former P.9, Prospect Heights)

Second Lives for Unused Schools. (Bib. 15) The City is recycling under-utilized buildings for new purposes.

Fig. 21

Redevelopment Opportunities

6. Increasing public awareness of the availability of empty public buildings can be expected to open these buildings to a new lease on life. Detailed information on the sale and lease of City property has been prepared and circulated by the Department of City Planning in its publication, Surplus School Space: Some Facts About Re-Use (June 1977). Development of coordinated procedures for closing, securing, and disposing of these buildings will minimize damage due to vandalism. Support for bills which are currently before congressional committees (The Surplus Schools Conversion Act and the Surplus Schools Conservation Act) will generate more interest in re-use by the private sector.

   Increased community use of neighborhood schools can be accomplished through:

   a. Prompt adoption by the Board of Education of fair and simplified guidelines for shared space use.

   b. Federal funding for adaptation of parts of buildings for other programs which has been introduced into Congress.

7. The jurisdictional impasse between Community Boards and schools (affecting the plant) must be resolved legally and procedurally. Traditions, state legislation and the Charter must be harmonized to generate better communication between the two bodies. The City, using City Planning Department as its agency, has called this to the attention of the Charter implementation groups and will continue to monitor the situation.

8. The renovation program should highlight physically sound post-1920 buildings which will remain in use; relatively small sums will finance limited educational renovation such as tearing down a wall between two small rooms, improving library facilities, or upgrading auditorium acoustics.

9. Development of relationships and working mechanisms between industry and education. Major employers in the City are assigning staff and contributing funds for consultants on designing and monitoring specialized school programs. Program content and requirements should be re-evaluated on a regular basis. Tax incentives to industry for this purpose have been proposed in the City's five-year economic recovery program.

In one previous situation, the proposal for building Murray Bergtraum High School, the City was seeking to strengthen the ties between the Wall Street community (as a major employment sector) and the City's residents. These arrangements are now operational, benefitting hundreds of young New Yorkers yearly.

10. As an information resource of long-time repute, the City Planning Department sustains a vigorous communication process between citizen leaders and the City's policy-makers. The steady flow of data on the schools, their population, their achievements and problems, are generated widely to enrich local capability in school planning and problems solving.

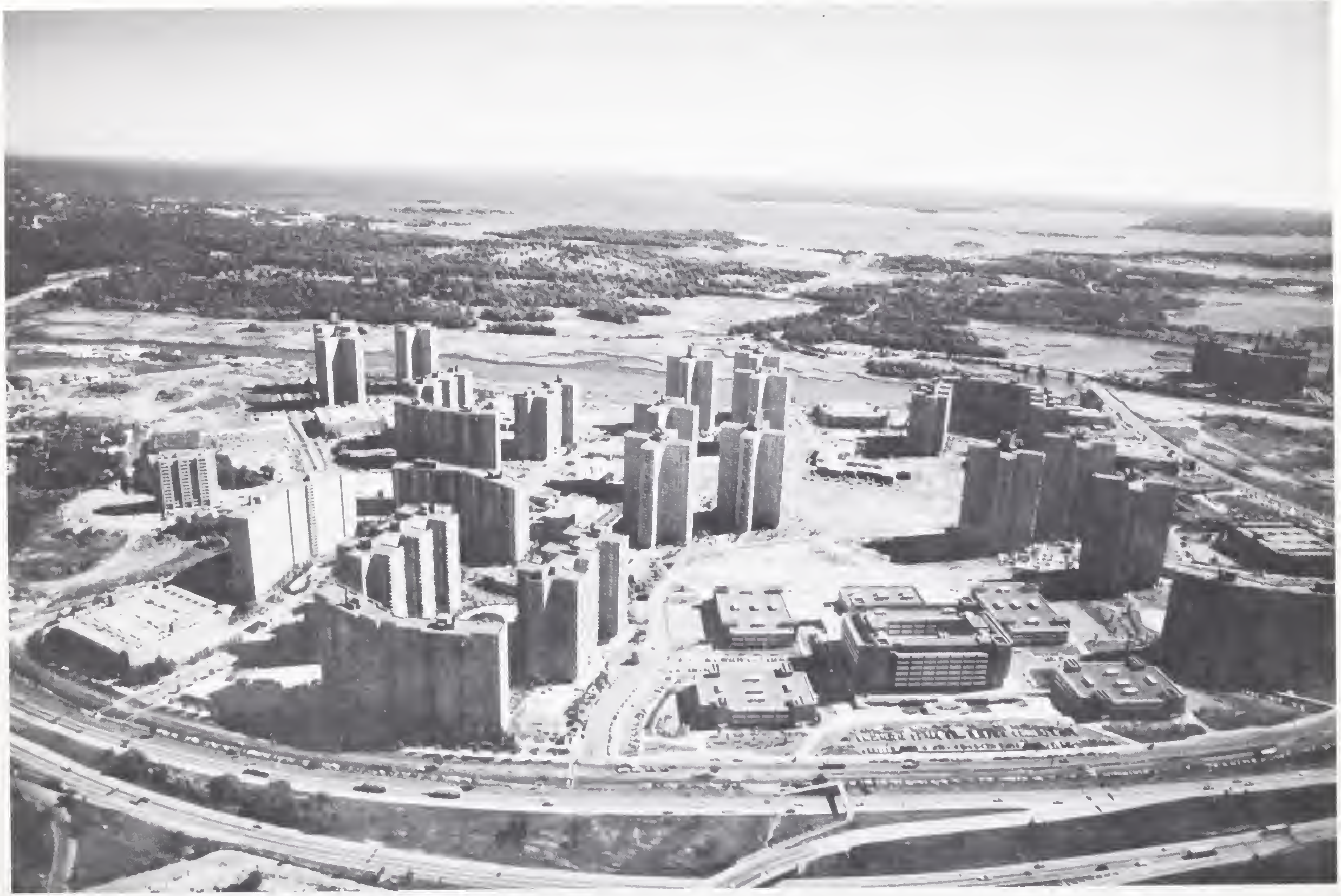
3a.

STRATEGIES FOR IMPLEMENTING COMPREHENSIVE PLANNING

PART 2
LOCAL STRATEGIES

APPLYING CITY POLICIES AND OBJECTIVES OF THE BOROUGH AND COMMUNITY DISTRICT LEVELS

THE BRONX / BROOKLYN / MANHATTAN / QUEENS / STATEN ISLAND
SUMMARY



Co-Op City, a 15,000-unit community in the East Bronx, is an oasis bounded by the New England Thruway on the west, Hutchinson River and Long Island Sound on the east (rear). Schools for the middle-income cooperative occupy the low buildings in the center. Financing problems under the State Mitchell-Lama law have been widely publicized in the past year.

LOCAL STRATEGIES FOR IMPLEMENTING PLANNING

Strategies (Part B) traces the emergence of local planning issues, policies, and strategies within the boroughs and community districts. In the detailed analysis of 1976-77 planning that follows, a series of charts track the links among problems, policies and actions, noting the groups involved, the time frames, the pattern and intensity of growth techniques as reflected in zoning, and the range of resources to be applied. As the five-borough outline develops, what seems an individual episode in one neighborhood evolves into a comprehensive pattern that is anything but random. The reasons for this boildown to common problems, common human reactions, a definite number of governmental channels to enable actions and a common fount of law and appropriations to pay for solutions: the federal government.

Jobs, housing, neighborhood stability, transportation accessibility, environment, recreation opportunities: these are what worry people everywhere. When residents organize into Community Boards or special interest groups, they tend to focus their concerns on these magnets. Allowing for the rich innovation of New Yorkers, the tactics they use on their local needs frequently mimic each other. If the only money for housing these days for moderate- and low-income people flows out of the HUD well, then community groups will assimilate HUD's guidelines on what, where, how, when and why their local proposals should emody what HUD will authorize. Similarly, if UMTA is offering aid for particular kinds of mass transit projects, then local decision-makers--in City Hall, in the legislature, in the Community Boards--will adapt their needs and strategies to those that promise to win a grant from Washington.

For all that, there is enough flexibility in federal programs and in community desires that accommodation is the mode. Ideas may generate at many levels: from residents, from the professional planners and architects in the Department of City Planning or the operating agencies with whom planners work to implement plans, from elected officials. But beyond the Charter prescriptions, a decade of day-to-day experience has made DCP the lead agency in the teamwork of planning with citizens. Department of City Planning provides the technical professionals available to assist in:

- -- supplying land use information
- -- guiding residents through the government bureaucracy for plan processing
- -- enabling community boards to examine and respond to ongoing issues
- -- appearing at large and small public meetings on the whole range of urban planning aspects

And as the sponsors of training seminars for Community Board members, it has been City Planning which first opened up the planning process for people. A reflection of this will be found in the summary charts comprising this part of the report.

Besides the summary, a first step was taken towards evaluating policies through the eyes of City Planning Department professional staff. Planners

TABLE III.5

Rating Sheet for Policy Goal -- 701 Comprehensive Planning Assistance
City-wide Significance of Long- and Short-Term Land Use Policies

Criteria* Maximum Value Each: 3	Bases for Rating			Score
Policy Duration	Long term (3)	Short term (2)	One-Shot (1)	
Geographic Area Affected	City-wide (3)	Borough (2)	Comm. Dist (1)	
Characteristics of Affected Area:				
- Land Area	Large (3)	Medium (2)	Small (1)	
- Number of People	High (3)	Medium (2)	Low (1)	
- Physical Uniqueness	Rare (3)	Somewhat (2)	Ordinary (1)	
- Accessibility	Excellent (3)	Average (2)	Poor (1)	
Governmental Level Establishing Policy	Federal (3)	State (3)	City (1)	
Official Source of Policy Statement	Law (3)	Executive Order (2)	Agency Act or Program Element (1)	
Current Implementation	Full (3)	Partial (2)	Pending (1)	
Policy Impacts on:				
City Economic Policies	Directly beneficial (3)	Indirectly beneficial (2)	Negative (1)	
Borough Econ. Policies				
City environmental pol.				
Borough envir. policies				
General development				
Discourage devel.				
Encourage devel.				
Fund capabilities for implementation				
Community Involvement				

Total Score: ________

* These criteria are adapted from New York State's evaluation indicators, State Land Use Element Technical Report - No. 8, Growth Policy Evaluation of Existing Long and Short Term Policies and Criteria for Determining Land Use and Growth Policy Guidelines.

were asked to rank policies according to a form sheet prepared by New York State for evaluating growth policies (previous page). Responses were indicative but not conclusive, because of incompleteness. However, when the rating sheet returns were combined with informal replies from the staff, a priority of policies was visualized by representatives of each borough office. If this approach were extended, it should be possible to move towards analysis and choice of citywide policies which could eventually strengthen the foundations for setting priorities among planning options.

Given this background, there emerge several policies, some general or borough-wide, some administrative or legal, some functional. They take the following form in the boroughs:

A. Administrative (legal)
B. Economic
C. Environmental
D. General
E. Historic Preservation
F. Institution-related
G. Neighborhood Stabilization and Housing
H. Open Space
J. Transportation and Circulation

From time to time the planning focus--or policy--shifts. As of mid-1971 the five Borough offices of the Department of City Planning had identified the issues, policies and strategies shown in the following charts and matrices as central to their work programs. Certain themes predominate in each borough, although economic recovery was the driving force at the city-wide level. Density and population affect the land available for open space, physical development and human needs. The chart on the next page indicates current estimates of land area, population and gross density.

Table III. 6

Gross Densities in New York City: By Borough

Borough Land Area, Population and Gross Density.
Gross Density (Streets Included): By Borough. 1975 Estimates.

Borough	Land Area by Acres**	Population (000's)*	Gross Density (People Per Acre)
Bronx	26,741	1,385	51.8
Brooklyn	40,489	2,480	61.3
Manhattan	13,629	1,454	106.7
Queens	64,361	1,967	30.6
Staten Island	36,761	328	8.9
New York City	181,981	7,615	41.8

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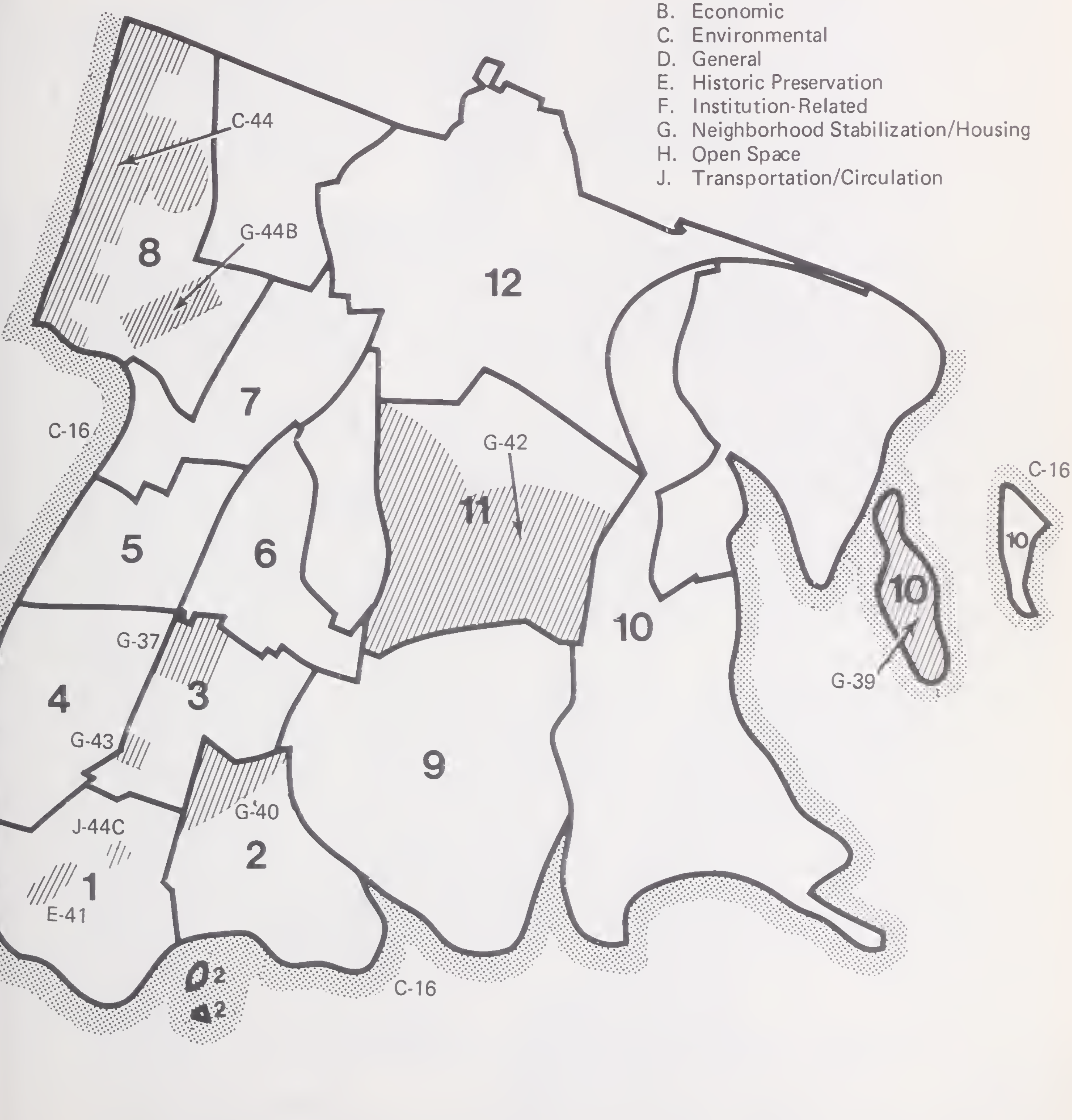
*Source: 208 Project, Land Planning and Environmental Management Division, Department of City Planning (1977).

**New York City Section 208 Study, Areawide Waste Treatment Management Planning. Department of City Planning calculations were based on data in the City's Real Property Assessment Department file (R-PAD).

THE BRONX

CODE PREFIX KEY TO PLANS

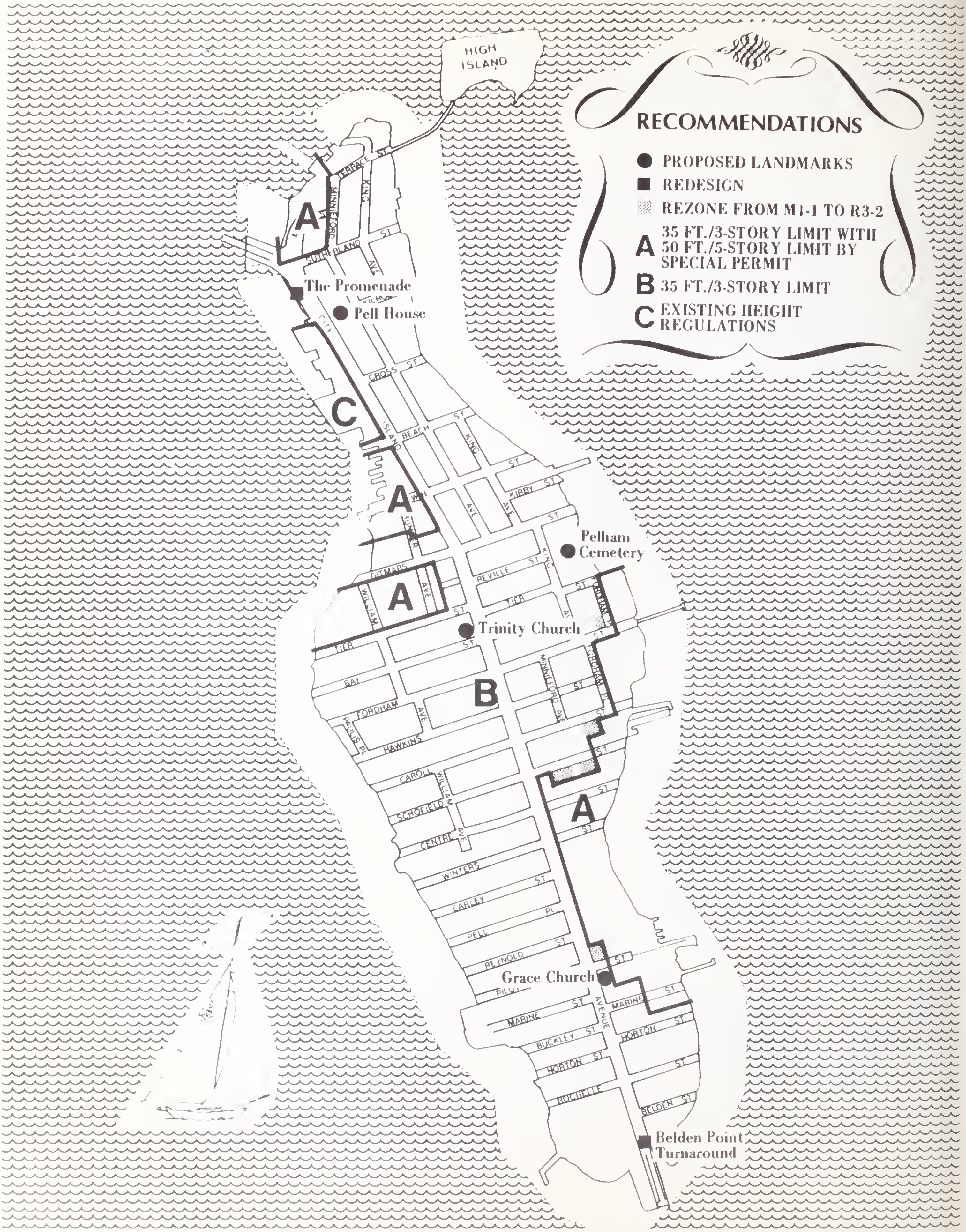
A. Administrative
B. Economic
C. Environmental
D. General
E. Historic Preservation
F. Institution-Related
G. Neighborhood Stabilization/Housing
H. Open Space
J. Transportation/Circulation


C-44
G-44B
8
12
7
C-16
G-42
11
5
6
10
C-16
10
10
G-39
G-37
3
4
G-43
9
G-40
J-44C
1
E-41
2
2
2
C-16

SHADING INDICATES GEOGRAPHIC AREA COVERED BY EACH STUDY
AND CODES ARE KEYED TO BIBLIOGRAPHY IN APPENDIX A.

LPEM/DCP
June 1977

LAND USE RECOMMENDATIONS FOR CITY ISLAND


HIGH ISLAND
RECOMMENDATIONS
● PROPOSED LANDMARKS
■ REDESIGN
▨ REZONE FROM M1-1 TO R3-2
A 35 FT./3-STORY LIMIT WITH 50 FT./5-STORY LIMIT BY SPECIAL PERMIT
B 35 FT./3-STORY LIMIT
C EXISTING HEIGHT REGULATIONS
The Promenade
Pell House
Pelham Cemetery
Trinity Church
Grace Church
Belden Point Turnaround
A
A
A
A
A
B
C
TERRACE ST
MINNIEFORD
KING
SUTHERLAND
ST
AVE
CITY
ISLAND
AVE
CROSS ST
BEACH ST
KING
KIRBY ST
AVE
SCHNEIDER
ST
DITMARS
WILLIAM
AVE
REVILLE ST
TIER
TIER
ST
BAY
FORDHAM
AVE
PAULIS PL
HAWKINS
MINNIEFORD AVE
FORDHAM PL
CAROLL
WILLIAM
SCHOFIELD
CENTRE
AVE
WINTERS
EARLEY
PL
PELL
REYNOLD ST
PILOT
MARINE ST
MARINE
AVENUE
BUCKLEY ST
HORTON ST
HORTON ST
ROCHELLE
BELDEN ST

Scale: 1 inch = 917 feet

Source: City Island: Proposals for an Island Community
Department of City Planning. (Bibliography #39)

The Bronx: Overview

The 1.4 million residents of the Bronx live amidst striking contrast: the homes of some of New York City's wealthiest families lie not far from areas of total deterioration. The Borough shelters the highest proportion of poor and welfare families of any of the five boroughs. Rubbled lots, and inadequate playgrounds dot many areas, while some of New York's most magnificent parklands continue to provide recreation and beauty for vistors and residents. Of the Bronx's total land area of 27,000 acres, 21.3 percent is used for outdoor recreation, 35.1 percent for residential purposes (including group quarters), 25 percent for vehicular uses (streets primarily), and less than two percent for manufacturing. About 10 percent is vacant land.[5]

Low-density residential patterns predominate in the north and east sections of the Bronx, while the southern and middle sections contain medium-density housing. The Grand Concourse, where sturdy six-to-eight-story buildings predominate, many with attractively landscaped inner courtyards, entrance arcades of German-Moorish brickwork and other remarkable architectural details, symbolizes those neighborhoods where basically sound housing represents a valuable asset for today and tomorrow.

Given some reinforcement from public funding, the Borough has a high potential for industrial and commercial growth through private initiative. Large retail centers, such as Fordham Road and further east, Bruckner Boulevard, and neighborhood shopping nodes (Arthur Avenue, Gun Hill Road, for example) are vigorous local magnets. Plans are progressing for Fordham Plaza, a new $20 million complex at Fordham Road and Third Avenue; it will contain a major department store, smaller shops and a 650-car garage. It will also be a major bus transfer point. During construction and its subsequent operation, Fordham Plaza will generate hundreds of new jobs.[6]

Strategies for the Bronx

Recognizing the need to sustain vitality and rebuild deteriorated areas, the Bronx policy-makers have divided the borough into Conservation, Preservation, Rehabilitation and Redevelopment areas.[7] Strategies geared to each area include: Conservation--Neighborhood Assistance Program of technical advice to property owners and minimal rehabilitation aid; Preservation--limited public investment in moderate rehabilitation, plus incentives for private investment; Rehabilitation and Reconstruction--substantial public investment, especially through federal assistance. The report urges creation of a high-level, inter-agency Task Force to manage a prototypical reconstruction of 44 acres in Bathgate for low-rise, low-scale housing and support facilities. Moratorium on sales of city-owned land with land-banking for long-term planning; consolidation and coordination of now-separate maintenance and rehabilitation sections of the Housing and Development Administration, and a concentrated campaign to involve the private sector in this renewal program are also proposed in the Bronx report.

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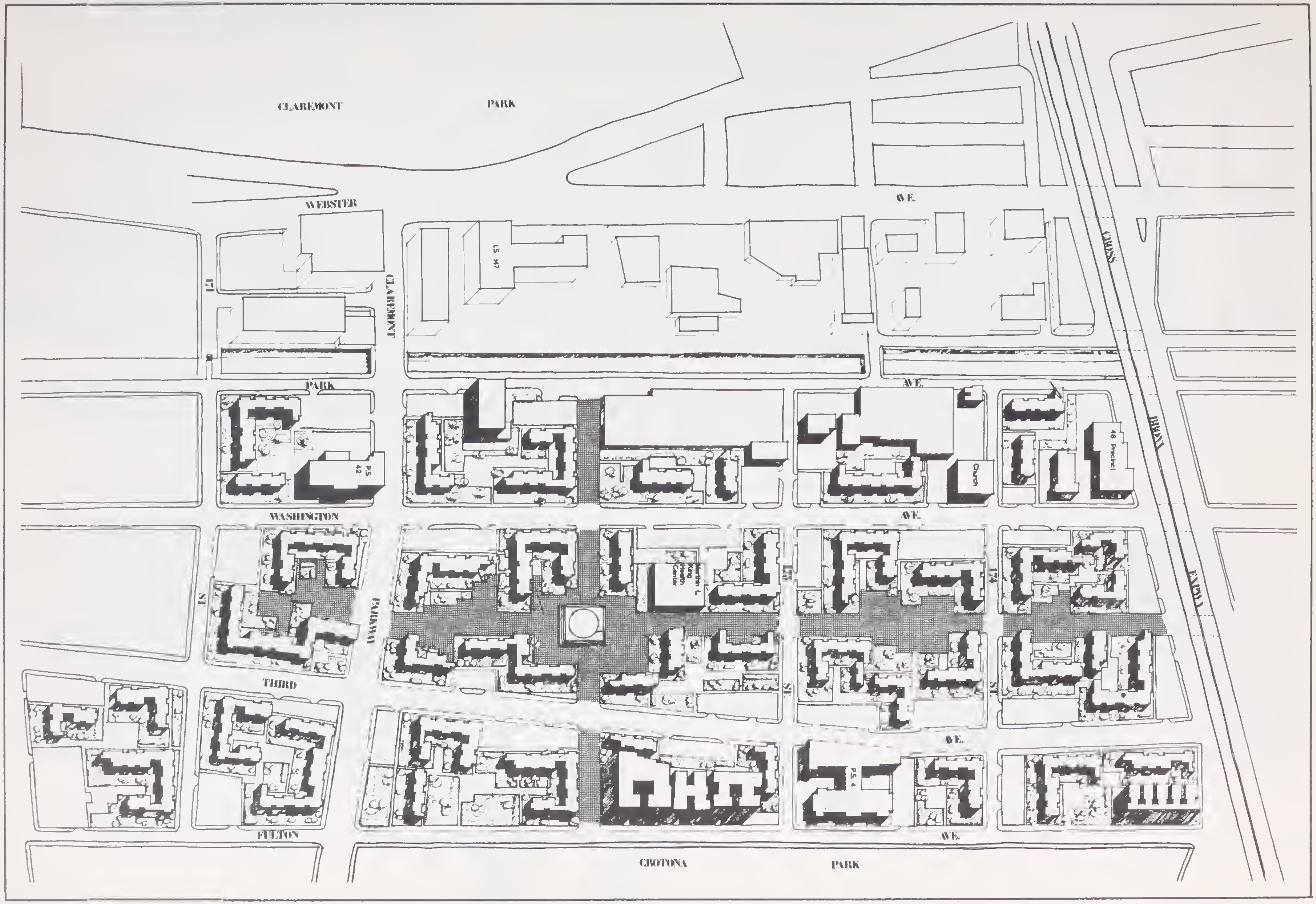
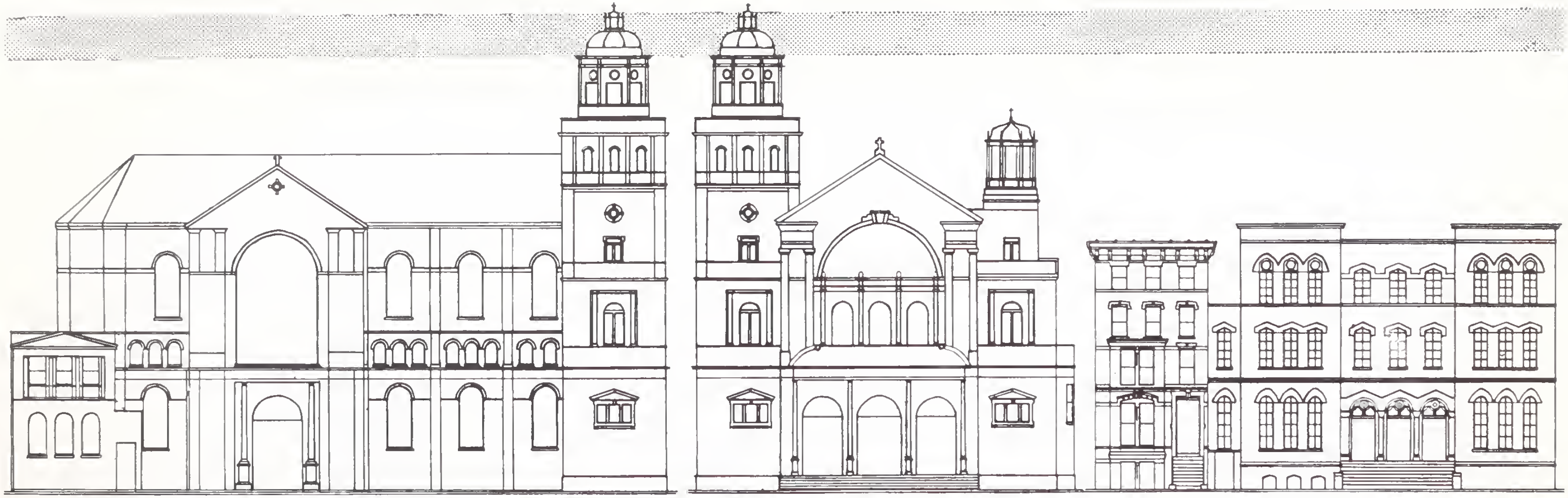
[5] Source: Land use and population data analysis, Section 208 Areawide Waste Treatment Management Planning program, New York City. R-PAD file.

[6] A Bronx Housing Strategy, City of New York. Department of City Planning and Office of the Bronx Borough President. May 1977. NYC/DCP 77-11. p. 13. Abraham D. Beame, Mayor.

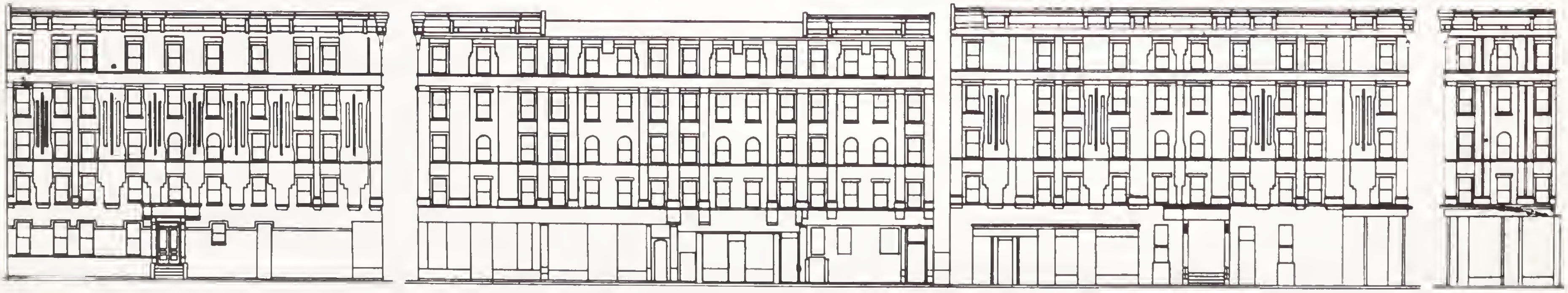
[7] Ibid., p. 23ff.


CLAREMONT
PARK
WEBSTER
AVE.
CROSS
BRONX
EXPWY
171
CLAREMONT
I.S. 147
PARK
AVE.
P.S. 42
48 Precinct
Church
WASHINGTON
AVE.
Martin L. King Health Center
174
ST.
173
ST.
PARKWAY
ST
THIRD
AVE.
P.S. 4
FULTON
AVE.
CROTONA
PARK

Resurrecting the South Bronx: the Bathgate Proposal for comprehensive redevelopment. (Bib. 44A)



Alexander Avenue, East Side, between 137th and 138th Streets



Alexander Avenue, East Side, between 138th and 139th Streets

Alexander Avenue, a once vital residential-commercial center of the Mott Haven Historic District. Efforts are underway to obtain funds for historic preservation, housing rehabilitation and subway station improvement. (Bib. 41)

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: THE BRONX

Policy Goals And Objectives	Community Districts																		Boro-Wide
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
A. Administrative																			
1. To change the administrative review procedures of Natural Features Districts Zoning so that they do not unduly burden small developers.								X											
B. Economic																			
1. Develop commercially zoned vacant sites at a density which will not overload the area's street and arterial network.										X		X							
2. Preserve existing and attract more industry to increase the number of jobs for South Bronx area residents.	X	X							X										
*3. Maintain and upgrade vital local shopping streets through selective physical improvements and economic incentives.		X		X	X	X	X		X										
4. Protect sound compatible commercial activity in areas where these uses are now non-conforming.											X								
5. Control the proliferation of commercial activity so that it reinforces the local area's overall theme.																			X
C. Environment																			
1. Eliminate shoreline erosion and improper landfilling in water areas.										X									
2. Develop storm/sanitary drainage plans for low lying areas.									X	X									

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* High Priority

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: THE BRONX

Policy Goals And Objectives	Community Districts																		Boro-wide
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
D. General																			
*1. More efficient utilization of underutilized community facilities and vacant surplus city-owned buildings.																			X
E. Historic Preservation																			
1. To restore and improve Alexander Avenue's mixed use and historic qualities.	X																		
G. Neighborhood Stabilization and Housing																			
*1. Create a land bank of selected city-owned property for future area redevelopment resources.																			X
*2. Preserve valued neighborhood scale in areas experiencing strong development pressures by using strict land use controls																			X
*3. Abate the early signs of deterioration in otherwise stable communities.							X	X	X		X	X							
4. Stabilize rapidly changing neighborhoods and prevent the further spread of blight.					X				X										
5. Reverse the area's severely blighted conditions through a major package of housing, economic development, zoning and other actions.	X		X			X													

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* High Priority

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: THE BRONX

Policy Goals And Objectives	Community Districts																		Boro-Wide
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
6. Reduce the development intensity of residentially zoned vacant land located far from schools, public mass transit routes, and other essential community facilities.									X										
7. Maintain viable residential/industrial mixed use areas by minimizing their points of conflict.		X																	
8. Make housing policy programs more adaptable to areas having different problems and solution approaches.																			X
9. Upgrade community facilities, streets, parks, etc. to match the service needs of residents in recently built public and publicly assisted housing.									X										
H. Open Space																			
*1. Protect the Bronx River's adjacent vacant land areas, unique natural features and upgrade water quality through a coordinated program.									X										
2. Promote a better distribution of community recreational facilities.																			X
*3. Renovate and maintain existing local recreation areas.			X		X				X		X	X							
J. Transportation and Circulation																			
*1. Improve vehicular and pedestrian circulation safety and related accommodations (parking, amenities) in critical areas.					X	X	X	X	X		X								
*2. Improve public transportation/routes linking housing concentrations, shopping areas, rapid transit stops, medical, education, major employment and recreation areas.	X	X							X		X	X							

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* High Priority

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: THE BRONX 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
A. Administrative			
1. Change the administrative review procedures of the Natural Features Districts so they do not unduly burden small developers.	8	Review procedures take at least 6 months and tend to favor large tract/scale developers who have ample financial backing to absorb this long delay.	Propose Dept. of City Planning revise processing time for small developers while maintaining the needed controls.[3].
B. Economic			
1. Preserve existing and attract more industry to increase the number of jobs for the Bronx area residents.	1 & 2 1,2, 9	Very high unemployment in the Bronx. Hunts Point area, Zerega and Lyons industrial renewal areas, are becoming attractive for new industry.	.Designate Hunts Point as an in-place-industrial park. .Provide fencing around the industrial area to create limited access and security. .Assemble adjoining parcels for large industry sites and apply various tax incentives to attract new industry.[1]. .Relocate small industries and junkyards.[3].

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[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: THE BRONX 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Economic (cont'd.)			
*2. Maintain and upgrade vital local shopping streets through selective physical improvements, pedestrian amenities and economic incentives.	Boro-wide	.A larger local shopping area would be needed to serve the planned housing in the Melrose urban renewal area.	.To spur commercial development along major streets.[3]
	2	.A major commercial strip along 163rd Street has rising vacancy rates due to deterioration of adjacent area housing decay now threatens the viability of housing rehabilitation work completed.	.Preliminary recommendations include new housing and more rehabs but finding sources are yet to be investigated for this and marginal commercial revitalization treatment.[3].
	7	.Declining physical and financial status of various important local commercial streets.	.Organizing merchants into local commercial street associations with technical assistance from Dept. of City Planning for commercial revitalization.[3]. .Proposing a municipal parking garage at Jerome Avenue and Gunhill Road.[3].
	9	Westchester Avenue, a major commercial strip, is starting to show significant signs of decline-crime, vandalism, fires, high vacancy rates.	City is considering how to initiate a concerted effort to develop a strategy for this area.[3]

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[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: THE BRONX 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Economic (continued)			
3. Control the proliferation of commercial activity so that it reinforces the local area's overall theme.	10	The growing commercial pressure threatens City Island's valued and popular nautical character and village appearance. Retail uses are located in non-conforming zones, making it difficult to get private business improvement loans.	.Adopted a City Island Special Zoning District (1976) which included regulations for off-street parking for all new and expanding restaurants, commercial sign regulations height limitations; rezoning to restore retail uses to conforming status and commercial uses permitted by special permit.[2]

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[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: THE BRONX 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
C. Environment			
1. Eliminate shoreline erosion and improper land filling in water areas.	10	Shoreline marine use have experienced repeated damage during severe storms. Many waterfront property owners are creating additional land by illegal land filling	Army Corps of Engineers proposing a breadwater to shield northeast section of City Island from erosion effects of storms.[1]. Borough Office and CZM team in City Planning are developing long-range plan. Recommend the development of a waterfront policy.[3].
2. Develop storm/sanitary drainage plans for low lying areas	9	Harding Park community fronting on the East River has no adequate storm and sanitary sewer system and experiences repeated flooding and sewer backups.	Support Dept. of Water Resources capital budget request for funds for a drainage plan.[3].
D. General			
1. More efficient utilization of underutilized community facilities and vacant surplus city-owned buildings.	Boro-wide	Changing population patterns have reduced school enrollments, etc. leaving substantial portions of these facilities vacant or entirely closed. City owns many surplus sound buildings vacant because of reorganization of city operations.	.Propose a study of alternative use of city-owned facilities.[3].

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[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: THE BRONX 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
E. Historic Preservation			
1. To restore and improve Alexander Avenue's mixed use and historic qualities.	1	An old once dynamic residential/ commercial area now in rapid decline yet has a vast number of deteriorating buildings of particular historic quality. Over 60% of buildings are owner-occupied and are unable to obtain rehabilitation loans.	.Create a special Mott Haven limited height zoning district to preserve neighborhood scale. .Petition the National Register of Historic Buildings for area designation, would make area eligible for Federal preservation programs. .Designate area for 312 housing rehabilitation loans and utilize the Citp's J-51 tax abatement. .Utilize CD funds for creating a promenade on 140th Street, sidewalk widening, tree planting, special paving, interim use of vacant lots for commercial uses. .Renovate the IRT 6 Station at Alexander Avenue and E. 138th St.[1].

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[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: THE BRONX 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
G. Neighborhood Stabilization and Housing			
1. Create a land bank of selected city-owned property for future area redevelopment needs	Boro-wide	Large numbers of real estate parcels are being sold outright by the City, which are either vacant land or abandoned structures which the City has acquired through tax arrers or deferred urban renewal plans. The City is selling real estate to raise cash, as one means of dealing with its fiscal crisis.	Borough Office plans to inventory land and to develop a set of local area criteria which could be used to improve decisions on earmarking parcels for sale, lease or retention. Decisions should relate to short- and long-term planning needs of the community and the borough.
2. Preserve valued neighborhood scale in areas experiencing strong development pressures by using strict land use controls	10	Growing development pressure threatens City Island's valued and popular nautical character and village appearance. Conflict between developers and businesses who want to exploit this theme vs. residents who want to maintain areas scale and minimize traffic congestion.	Adapted a City Island Special Zoning District (1976) which included special height regulations, off-street parking requirements, tree planting provisions, and uses permitted by special permit.
	11	Need to prevent speculative real estate ventures that would tend to erode the Morris Park neighborhood.	.Down zoned parts of the residential area to those densities that now exist there and in adjacent areas. 2.

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[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: THE BRONX 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Neighborhood Stabilization and Housing (cont'd.)			
	11	Community wants to encourage the construction of housing compatible with that which exists presently.	. Down zoned from R-5 to R-4 the 58-block Pelham Bay Gardens-Laconia area.2.
	11 & 12	Since Co-op City opened there is heightened developer interest in the area, resulting in numerous requests for land use changes in built-up and vacant areas.	. Selected non-existent but mapped streets should be constructed to ease traffic circulation problems whil- others should be demapped to facilitate land assembly for residential development.[3] Encourage the use of P.U.D. with bonuses for protecting open space and natural features and ensuring a better residential layout.[2]
	9	Large obsolete mapped local streets and arterial highways should be demapped and rezoned for low-rise residential development. Eliminate sound, non-conforming but compatible land uses.	. Demapped the southern extension of the Bronx River Parkway South of Lafayette Avenue and the cloverleaf at Randall and Bronx River Avenue. Sell for privately financial P.U.D. housing.[2] . Rezoned Castle Hill camp site from R-5 to C-3.[2]

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[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: THE BRONX 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Neighborhood Stabilization and Housing (cont'd.)			. Published report with recommendations for improvements.
3. To abate the early signs of deterioration in otherwise stable communities.	8	The Kingsbridge area is zoned too high for the existing development and encourages assemblages of small tracts for high rise apartment house construction out of character with the area. Presently a few vacant buildings, some tax arrears and code violations.	. Changedpresent zoning from R-6 to R-4 for the central area of Kingsbridge.[2] proposing the area for neighborhood stabilization program.[2] . Develop a rehabilitation loan and code enforcement program.[3]
		Skyview Houses (1400 units) on Arlington Avenue and West 256th Street are threatened with default of H.U.D. mortgages.	. Enable these sound buildings to continue to be used by converting into co-op. Applied for Section 8 funds for senior citizen housing assistance.[1]
	11 & 12	Selective actions in and around basically sound neighborhoods could contain the spread of blight and deterioration.	. Need to develop new rehabilitation program packages which could complement those already approved, on-going or completed.[3]

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[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

Borough: THE BRONX 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Neighborhood Stabilization and Housing (cont'd.)			
4. To stabilize rapidly changing neighborhoods and prevent the further spread of blight.	5	West Tremont is a very densely developed community sorely lacking in local open space and high rate of housing abandonment.	Designated the community as a Neighborhood Preservation Area in 1970 but have not stemmed the loss of sound housing. Need to develop a new housing strategy for such areas, Boro Planning Office begining a land use survey. Proposing to de-intensify area by demolishing selected groups of city-owned vacant housing and convert to open space/recreational uses recommended for CDIII.[3] . Northwest Bronx Clergy and Community Coalition requesting CD III operating funds to sponsor a variety of housing actions.[3]
	9	Parkchester, a well designed housing/commercial complex now experiencing rapid deterioration in its social structure by the rapid rise in on-site crime.	. Creating a Stabilization Office manned by local residents to focus on crime, housing deterioration, small business.[1], [3] . To increase security by locked- key and escort service programs.[1]

[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: THE BRONX 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Neighborhood Stabilization and Housing (cont'd.)			
5. To reverse the area's severely blighted conditions through a major package of housing, economic development, zoning and other actions.	1	Widespread housing deterioration and abandonment, growing areas of vacant land from bldg. demolitions, severe social and unemployment problems.	St. Mary's Park Study being completed recommends: . Use CD funds for interim site use as recreation, home gardening. CD II funds for a site on E. 140th St. to prevent deterioration impacts on nearby housing. . Program of demolition and seal-up of dangerous bldgs. . Emergency repairs on occupied bldgs., a community management and sweat equity housing program. . Encourage the location of new industry in the commercial area. . modify present bus routes to give better access to other areas of the Bronx and Randalls Island. 3.
	9	Widespread housing deterioration exists in Bronx River and Soundview-Bruckner neighborhood.	. Initial study has been done and serious building violations have been identified. Rehab funds are needed. 3.

[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: THE BRONX 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Neighborhood Stabilization and Housing (cont'd.)			
	3	Bathgate area has severe housing deterioration, especially over the last 5 years.	. City Planning Commission designated Bathgate as an urban renewal area in 1975.[2]
			. Expand new industries in the Park and Webster Avenue area and relocate residents now there into new housing.[3] . Relocate non-conforming industries presently on 3rd Avenue.[3] . Pave and plant selected vacant lots for parking and landscaped open space using CD interim site funds.[2]
	3	Deteriorated buildings in 10-block area of Seabury have been largely demolished, leaving cleared parcels.	. Create land bank for future redevelopment as housing, job training, day care centers,.... Have gotten some holds on city-owned land.[3]
6. Reduce the development intensity of residentially zoned vacant land located far from schools, public mass transit south and other essential community facilities.	9	Intensive residential development on vacant tracts would require the additional expenditure of the City's scarce capital budget resources.	. Down zone Harding Park from R-5 to R 3-2.[2]

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[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: THE BRONX 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Neighborhood Stabilization and Housing (cont'd.)			
7. To maintain viable residential/industrial mixed use areas by minimizing their points of conflict.	2	Since the opening of the Hunts Point Market, extensive truck traffic and related activities have tended to degrade a long established community.	. Developed a major truck route which will alleviate traffic down Hunts Point Avenue. City has installed new signage. 2. . Build a high-level bridge over Bronx River, for Bruckner Expressway and utilize existing roads for direct truck access to peninsula. 2. . Reconstruct streets to accommodate truck traffic into peninsula. 2.
8. Make housing policy programs more adaptable to areas having different problems and solution approaches.	Boro-wide	Machinery for community development and management has gaps, tied up in red tape and politics.	Bronx Office has prepared the Bronx Housing Strategy Study comprehensive plan, in cooperation with Borough President's office. 3.
9. Upgrade community facilities, streets, parks, etc. to match the service needs of residents in recently built public and publicly assisted housing.	9	The multiplicity of Mitchell-Lama housing units has almost tripled population without installing related public facilities and improvements. Poor bldg. management theatens to run down these new buildings.	. Upgrade management of existing Mitchell-Lama projects. . Stevenson Commons funding approved in CD II. EIS by EPA is being performed. 1. . Build major street improvements to serve projects. 1.

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[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: THE BRONX 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
H. Open Space			
*1. Protect the Bronx River's adjacent vacant land areas and unique natural features and upgrade water quality, through a coordinated program.	3, 6, 9, 11, and 12	The Bronx River, potentially the largest recreational resource in-Boro, has been neglected and abused.	Borough Office is conducting a Bronx River Study, focusing on establishing guidelines for a shore line development, the sale of public land, water quality enforcement strategy and a physical restoration program.[3]
2. Promote a better distribution of community recreational facilities.	9	Southern portion of Soundview lacks adequate recreation space, though extensive shoreline has undeveloped land.	Develop the 75-acre Soundview Park which already has a plan. Community leaders and officials are seeking to have Soundview Park designated as Gateway National Recreation Area.3.
	8	Most recreational facilities/area are in the northern portion of Riverdale.	Obtain funds for the design of JFK High School recreational facility. 3.

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[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: THE BRONX 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Open Space (cont'd.)			
*3. Renovate and maintain existing local recreation areas.	1, 3, 4, 6, 7, 8, 9 and 10	The City's fiscal crises has forced the Parks Department to cut back maintenance and delay planned improvements city-wide.	. National Parks Service is studying its future role in New York City outside of the present Gateways Recreation areas.[1] . Bureau of Outdoor Recreation is also studying urban recreational needs and possible Federal strategies for resolving them.[1] . Design, rehabilitation, and interim site development have been applied for in CD I, II and III, but the additional interim sites rely totally on local voluntary groups for their maintenance.
J. Transportation/Circulation			
1. Improve vehicular and pedestrian circulation, safety and related accommodations (parking, amenities,...) in critical areas.	5, 6, 7	Resolve Fordham Road circulation and congestion problems.	. Proposed study of pedestrian and vehicular safety and circulation patterns has been finished. Traffic impact study at Fordham Center has been completed; circulation alternatives under study. 3.
	8	Seven points along the Henry Hudson Parkway needs safer entry/exits.	. Decrease 3 lanes to 2; designate the remaining one as an exclusive entry - exit lane. Dept. of Highways is pursuing State and Federal funds.[2], [1].

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[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: THE BRONX 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Transportation/Circulation (cont'd.)			
	9	To alleviate dangerous vehicular-pedestrian conditions. To improve mass transit service.	. Redesign several intersections. 3. Improve bus routes.
	11	Improve hazardous street and intersection conditions in a few critical streets.	. Improve signalization and channelization and repave other streets.[3]
2. Improve public transportation/routes linking housing concentrations, shopping areas, rapid transit stops, medical, educational, major employment and recreation areas.	1	The HUB is the major "downtown" in the Bronx and needs to be reenforced to maintain its economic position.	Create a transit way on 149th to 156th Street through the HUB.[3] Demolished the 3rd Avenue El.2. Improve subway station on 149th Street. 3.
	2	Poor bus service for the Hunts Point Peninsula for both residents and employees.	To reroute Bx 30 which links Manhattan and Bronx to serve Hunts Point Terminal, New Lincoln Hospital and link major subway routes to the Peninsula.[3]
	11 and 12	Bus service in the area has scattered inefficient routes, long headways and does not serve critical areas.	Establish two new routes and modify others in response to the recent change in land uses and future planned development.[3]

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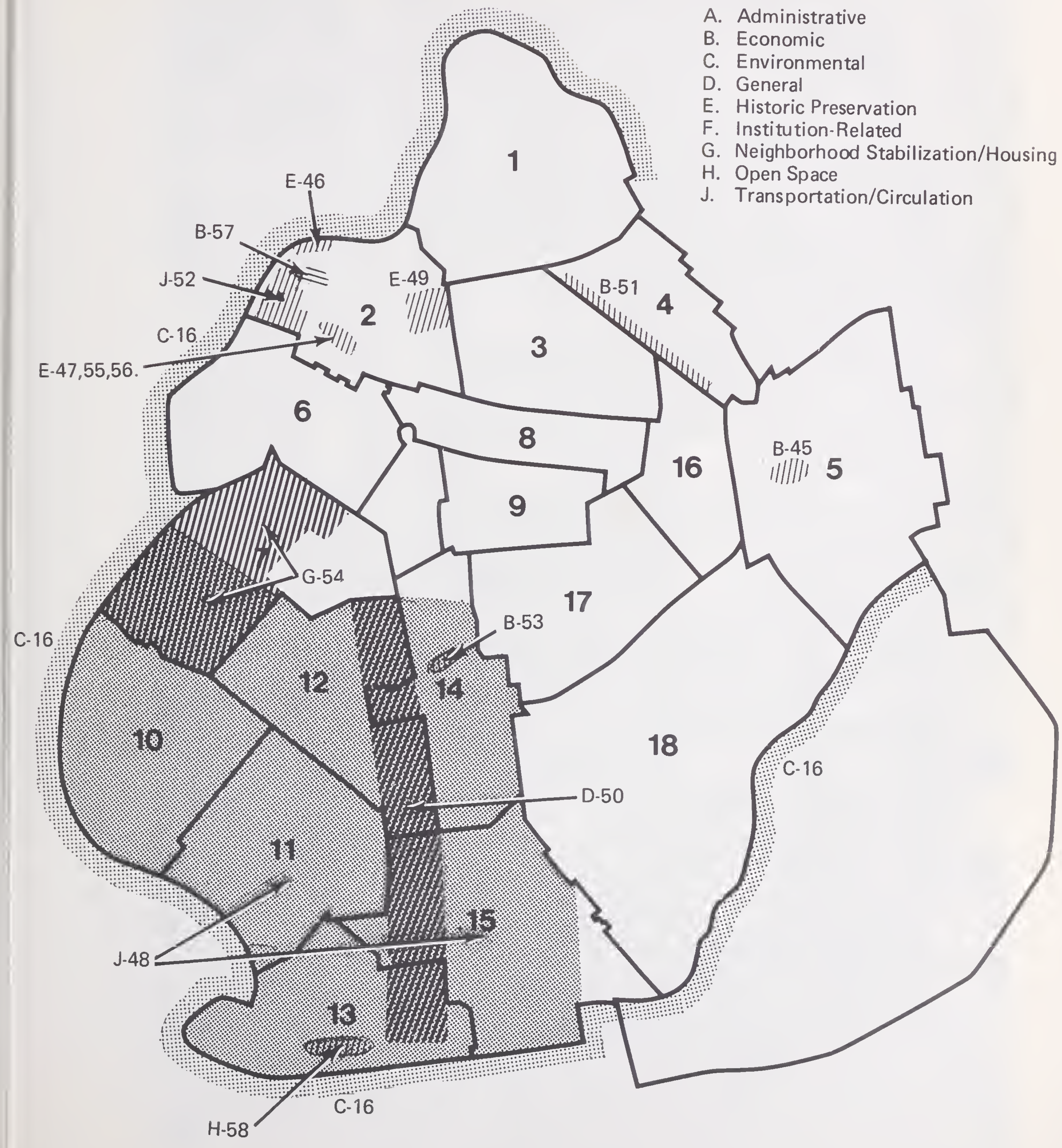
[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

BROOKLYN

CODE PREFIX KEY TO PLANS

- A. Administrative
- B. Economic
- C. Environmental
- D. General
- E. Historic Preservation
- F. Institution-Related
- G. Neighborhood Stabilization/Housing
- H. Open Space
- J. Transportation/Circulation


1
E-46
B-57
J-52
E-49
2
B-51
4
3
C-16
E-47,55,56.
6
8
B-45
16
5
9
G-54
17
C-16
B-53
12
14
10
18
C-16
D-50
11
15
J-48
13
C-16
H-58

SHADING INDICATES GEOGRAPHIC AREA COVERED BY EACH STUDY AND CODES ARE KEYED TO BIBLIOGRAPHY IN APPENDIX A.

LPEM/DCP
June 1977

Brownstones in Park Slope, Brooklyn, sustain the charm of many neighborhoods. Young families are reclaiming these through rehabilitation, much of it their own "Sweat Equity" efforts.

Brooklyn: Overview

Brooklyn ranks first in population in New York City (2.5 million), second in land area after Queens (over 40,000 acres) and yields a gross density of 57 persons per acre. The City has zoned four percent of Brooklyn for manufacturing -- the highest proportion of any borough -- an area representing 39% of all the City's manufacturing land. While Brooklyn still has the most warehouse jobs in the City, it also suffered the steepest job losses of any borough in the past six years: a 14% cut, as the 951,000 jobs tallied in 1970 fell to 815,000 in 1976, During 1975 alone, Brooklyn's job base shrank by 10%. Between 1966 and 1976, Brooklyn lost 82,200 jobs. Borough priorities for Brooklyn begin with economic revitalization and the array of potential strategies is wide, especially those for commercial-retail centers.

The second leading focus of concern was housing within a context of neighborhood stability. Deterioration, vacant blocks resulting from unfilled urban renewal projects (blocked by the moratorium on housing funds in 1972), property abandonment, changing population patterns, wide variances in racial and income distributions were all factors upsetting the equilibrium in neighborhoods.

Underlying community instability are problems of unemployment, which cut the spendable income of residents and inject the multiple problems of welfare. There is a growing disparity between the fixed percentage of persons on welfare and the number of people showing rising incomes. Between 1969 and 1974, there was a 54% increase in the number of people filing income tax returns on incomes over $15,000. However, this group represented a total of only 120,000 out of 2.5 million in the borough. The only increase in the housing stock has been units for the elderly. Disinvestment (red-lining) has hit Brooklyn with particular harshness. Accoring to a recent report by the New York State Banking Department, of the $7.5 billion in deposits in 10 Brooklyn banks, almost 90% was being invested outside of Brooklyn.[8] Thus, efforts towards correcting these economic and social imbalances are among the goals of New York City for Brooklyn to next year's planning efforts.

Strategies for Brooklyn

The City now is exploring with public and private developers the possibilities of new housing and new jobs in South Brooklyn; opportunity areas include Coney Island (C.D. 13), Paerdegat Basin and Harbor Village C.D.18), and Spring Creek (C.D. 5). A consorium of private builders is pursuing a mixed-use development, with housing and commercial structures in Spring Creek. At the same time, the Port Authority of New York and New Jersey is seeking to carry out its own plans for industrial development in Spring Creek. Housing rehabilitation is slated for Bedford-Stuyvesant and other parts of Central Brooklyn, in brownstones as well as larger multiple dwellings. Community Management teams will be assisted with technical guidance.

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[8] Mortgage Financing and Housing Markets in New York State: A Preliminary Report. May 1977.

Current programs of neighborhood stabilization are operating in Flatbush and East Flatbush under the direction of the Human Rights Commission, with funding through Community Development Block Grants.

A Commercial Revitalization program on Flatbush and Fifth avenues is aimed at supplementing community stabilization goals with physical improvements. A newly formed Merchants Association, citizens, a housing group and the City staff will produce a total strategy package by December 1977. Funding is expected from in-kind contributions from merchants, New York State Supplemental Budget allocations and Community Development assistance.

Transportation and circulation improvements are the target of a major bus study in Brooklyn, as well as being vital to the multi-million dollar reconstruction of Fulton Mall in Downtown Brooklyn. Legislation mandating the Mall and a Special Assessment District, within which merchants and owners will share maintenance costs, is noted in the local planning chart.

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: BROOKLYN

Policy Goals And Objectives	Community Districts																		Boro-
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
A. Administrative																			
*1. Rezone manufacturing areas to other mixed uses to permit recycling of under-utilized industrial parcels				X		X	X												
2. Equalize population for planning purposes in Community Districts, according to City Charter requirements for Co-Terminality. Set population range of from 100,000 to 250,000 persons																			X
B. Economic																			
*1. Revive commercial sectors through mix of capital improvements, design innovation, aid to small business and other strategies.		X		X		X							X	X	X				
*2. Generate economic productivity by recycling under-utilized industrial resources, including land and structures.				X		X	X												
*3. Reduce conflicts between mixed uses (retail, industrial, housing) which compete for space within an area. Protect jobs and conserve housing quality to the maximum extent feasible.	X					X	X												
*4. Assist private industry to generate new jobs.	X					X	X												
*5. Strengthen the vitality of the borough Central Business District.		X				X													
6. Analyze the impacts of planned "de-emphasis" of Fort Hamilton by the U.S. Army to estimate economic effects on area merchants and suppliers.										X									

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* High Priority

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: BROOKLYN

Policy Goals And Objectives	Community Districts																		BORO-WIDE
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
C. Environment																			
*1. Develop comprehensive plan of waterfront usage, development and controls, linking waterways to adjacent land uses. Ensure public access to waterfront for passive and active recreation.													X					X	
*2. Comply with federal standards for water quality by upgrading infra-structure for wastewater disposal and by completing long-range planning under Section 208 grant.	X	X				X	X			X	X		X		X			X	X
3. Reduce beach erosion at Coney Island.													X						
4. Institute interim moratorium on development of coastal areas until completion of coastal zone management plans by New York City.										X			X					X	

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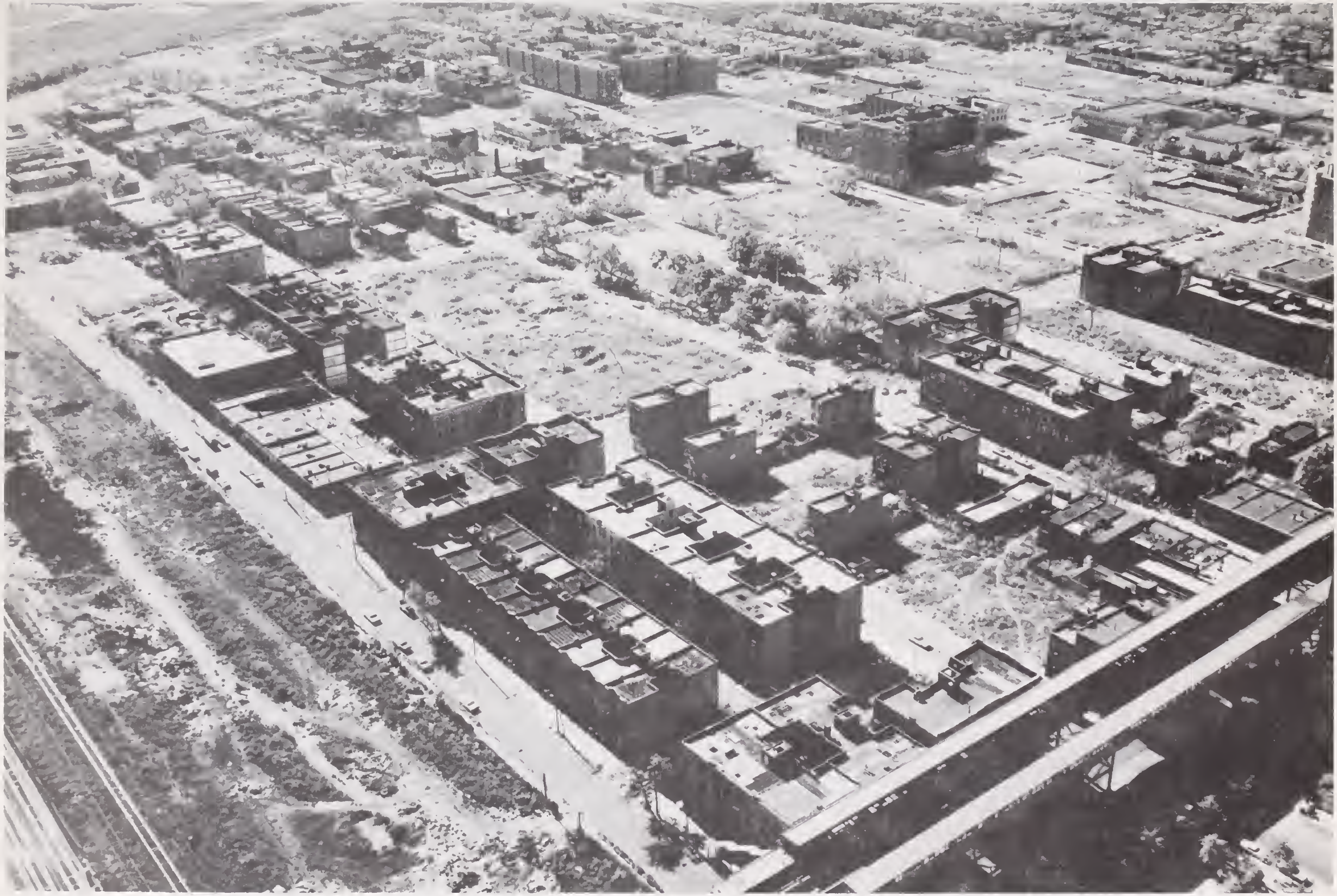
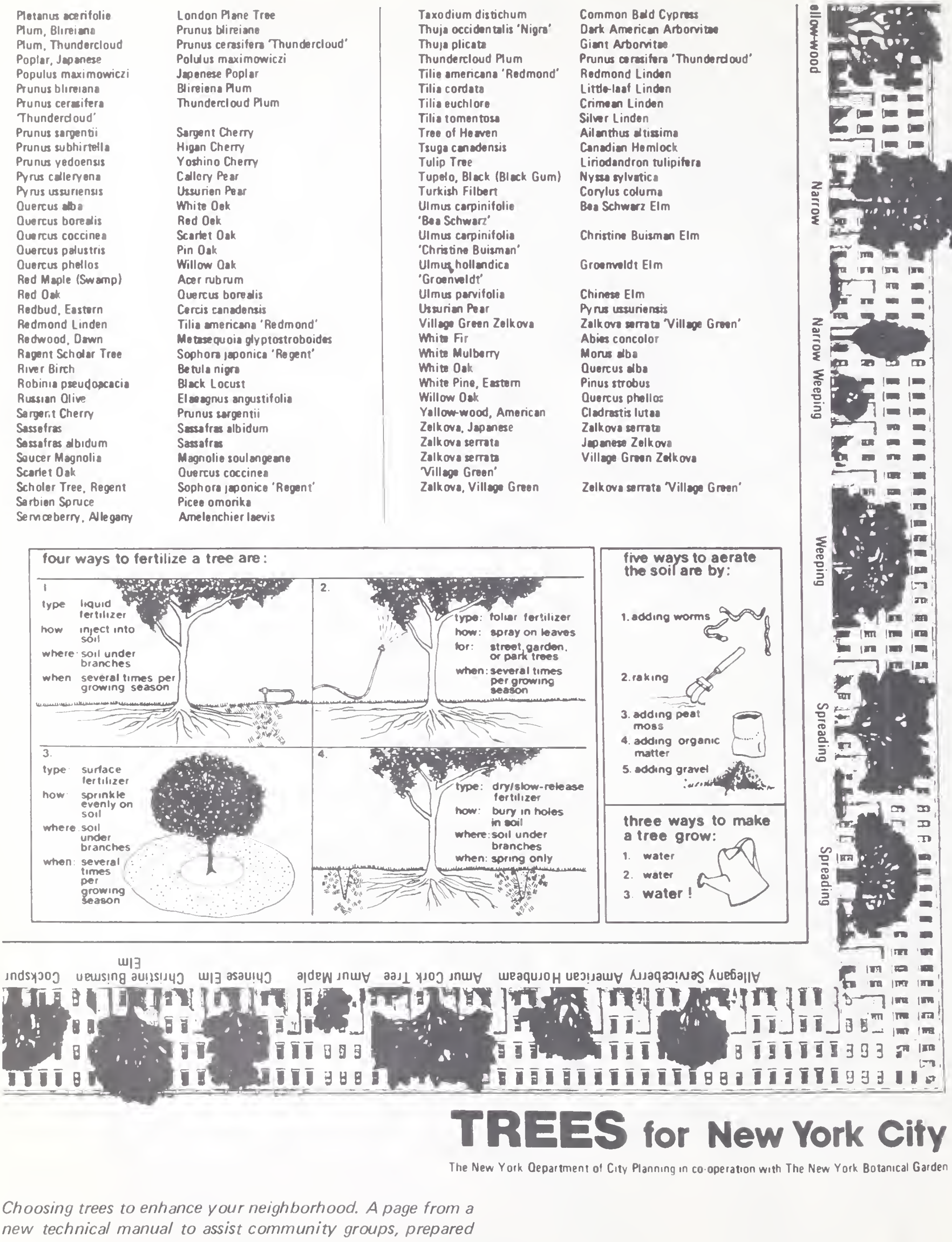
* High Priority



Undeveloped Urban Renewal site in Brownsville, Brooklyn. One of 280 such areas in New York City, this bleak stretch represents a new challenge to public policy on land use.



Pletanus acerifolie	London Plane Tree
Plum, Blireiana	Prunus blireiane
Plum, Thundercloud	Prunus cerasifera 'Thundercloud'
Poplar, Japanese	Polulus maximowiczi
Populus maximowiczi	Japenese Poplar
Prunus blireiana	Blireiena Plum
Prunus cerasifera 'Thundercloud'	Thundercloud Plum
Prunus sargentii	Sargent Cherry
Prunus subhirtella	Higan Cherry
Prunus yedoensis	Yoshino Cherry
Pyrus calleryena	Callery Pear
Pyrus ussuriensis	Ussurien Pear
Quercus alba	White Oek
Quercus borealis	Red Oek
Quercus coccinea	Scarlet Oak
Quercus palustris	Pin Oak
Quercus phellos	Willow Oak
Red Maple (Swamp)	Acer rubrum
Red Oak	Quercus borealis
Redbud, Eastern	Cercis canadensis
Redmond Linden	Tilia americana 'Redmond'
Redwood, Dawn	Metasequoia glyptostroboides
Ragent Scholar Tree	Sophora japonica 'Regent'
River Birch	Betula nigra
Robinia pseudoacacia	Black Locust
Russian Olive	Elaeagnus angustifolia
Sargent Cherry	Prunus sargentii
Sassefras	Sassafras albidum
Sassafras albidum	Sassafras
Saucer Magnolia	Magnolie soulangeane
Scarlet Oak	Quercus coccinea
Scholer Tree, Regent	Sophora japonice 'Regent'
Sarbien Spruce	Picee omorika
Serviceberry, Allegany	Amelenchier laevis

Taxodium distichum	Common Bald Cypress
Thuja occidentalis 'Nigra'	Dark American Arborvitae
Thuja plicata	Giant Arborvitae
Thundercloud Plum	Prunus cerasifera 'Thundercloud'
Tilie americana 'Redmond'	Redmond Linden
Tilia cordata	Little-laaf Linden
Tilia euchlore	Crimean Linden
Tilia tomentosa	Silver Linden
Tree of Heaven	Ailanthus altissima
Tsuga canadensis	Canadian Hemlock
Tulip Tree	Liriodandron tulipifera
Tupelo, Black (Black Gum)	Nyssa sylvatica
Turkish Filbert	Corylus columa
Ulmus carpinifolie 'Bea Schwarz'	Bea Schwarz Elm
Ulmus carpinifolia 'Christine Buisman'	Christine Buisman Elm
Ulmus hollandica 'Groenveldt'	Groenveldt Elm
Ulmus parvifolia	Chinese Elm
Ussurian Pear	Pyrus ussuriensis
Village Green Zelkova	Zalkova serrata 'Village Green'
White Fir	Abies concolor
White Mulberry	Morus alba
White Oak	Quercus alba
White Pine, Eastern	Pinus strobus
Willow Oak	Quercus phellos
Yallow-wood, American	Cladrastis lutaa
Zelkova, Japanese	Zalkova serrata
Zalkova serrata	Japanese Zelkova
Zalkova serrata 'Village Green'	Village Green Zelkova
Zalkova, Village Green	Zelkova serrata 'Village Green'

four ways to fertilize a tree are:

1
type: liquid fertilizer
how: inject into soil
where: soil under branches
when: several times per growing season

2.
type: foliar fertilizer
how: spray on leaves
for: street, garden, or park trees
when: several times per growing season

3.
type: surface fertilizer
how: sprinkle evenly on soil
where: soil under branches
when: several times per growing season

4.
type: dry/slow-release fertilizer
how: bury in holes in soil
where: soil under branches
when: spring only

five ways to aerate the soil are by:

1. adding worms
2. raking
3. adding peat moss
4. adding organic matter
5. adding gravel

three ways to make a tree grow:

1. water
2. water
3. water !

TREES for New York City

The New York Department of City Planning in co-operation with The New York Botanical Garden

Choosing trees to enhance your neighborhood. A page from a new technical manual to assist community groups, prepared by the Department of City Planning. (Bib. 17)

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: BROOKLYN

Policy Goals And Objectives	Community Districts																		Boro-Wide
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
D. General																			
*1. Devise criteria and a comprehensive plan for managing City-owned real estate. Set standards for selling, leasing, holding and developing vacant publicly-owned land.																			X
2. Conduct inventory, analysis and mapping of land use in the borough as up-dated base for diverse planning purposes, including housing, commercial revitalization, historic preservation, waterfront management, open space, industry, institutions, etc.																			X
3. Utilize vacant parcels for interim uses desired by community groups. Reduce blighting effects of vacant sites and structures.																			X
4. Resolve conflict between two public needs: obtaining fast funds through sales of realty versus retaining land reserves for long-term planning. Set standards and criteria for sales or holds.																			X

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* High Priority

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: BROOKLYN

Policy Goals And Objectives	Community Districts																		Boro-Wide
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
E. Historic Preservation																			
1. Encourage historic preservation of physical areas and structures, using tax, zoning and other incentives.			X					X											X
2. In cooperation with Landmarks Preservation Commission, undertake comprehensive analysis of borough districts and structures meriting preservation. Devise appropriate conservation techniques.																			X
F. Institution-Related																			
1. Plan new uses for under-utilized or unoccupied schools, hospitals or other public facilities, following comprehensive survey of buildings.		X	X																
2. Enhance institutional design and reduce adverse impacts on surrounding land use through a variety of measures, including design proposals and controls.							X					X	X	X					

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* High Priority

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: BROOKLYN

Policy Goals And Objectives	Community Districts																		BORO-WIDE
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
G. Neighborhood Stability and Housing																			
*1. Prevent continuing decline in property values and erosion of middle-class population base by techniques of neighborhood stabilization.	X		X	X									X	X					
*2. In transitional neighborhoods, adapt to population change by reinforcing housing quality and rehabilitating to meet shelter needs of changing age and income characteristics.						X	X							X			X		
*3. Rehabilitate deteriorating housing through broad array of federally assisted programs.			X			X	X						X						
4. Encourage Community Management programs operated by local residents, with proven records in field of housing rehabilitation and maintenance.			X				X	X											
*5. Facilitate housing construction on vacant and under-utilized land in low-density zones.				X											X			X	
6. Protect neighborhood character by down-zoning, use of Housing Quality zoning, or amending controls in existing legislation to restrict density and bulk.										X					X			X	
7. Reduce fires through coordinated fire prevention program.				X															
8. Prevent proliferation of illegal housing.										X					X			X	

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* High Priority

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: BROOKLYN

Policy Goals And Objectives	Community Districts																		Boro-wide
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
H. Open Space																			
1. Protect and enhance urban open space for various purposes through comprehensive planning and land use controls.													X						
2. Safeguard the visual corridors of scenic views through zoning.		X				X													
3. Recommend parcels for Interim Site recreation uses, using Community Development funds.																			
4. Develop waterfront recreation areas along the coastal zone.										X			X					X	

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* High Priority

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: BROOKLYN

Policy Goals And Objectives	Community Districts																		BORO-WIDE
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
J. Transportation/Circulation																			
*1. Improve the circulation network for pedestrian movement and vehicular efficiency.		X											X						X
*2. Increase ridership, operating revenues and efficiency of local bus system.										X	X	X	X	X	X				X
3. Modernize subway stations in accordance with comprehensive plan.														X					
4. Eliminate conflicts between pedestrians and truckers, especially in residential areas.		X					X												
5. Develop a green space serving as pedestrian network in Coney Island Amusement Park, as part of areawide redevelopment scheme.													X						
6. Provide a subsidized bus system for handicapped persons.													X						
7. Reroute buses to upgrade access to commercial areas.										X	X	X	X	X	X				

---

* High Priority

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: BROOKLYN 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
B. Economic			
1. Revive commercial sections through mix of capital improvements, design innovation, aid to small business and other strategies.	2	Montague Street has circulation problems, pedestrian conflicts with vehicles, parking inadeqacies, few amenities; important shopping.	Boro Office, Downtown Brooklyn Development Office, Montague Street merchants, DCP did study and plan for revitalization. (1976) Ntl. Endowment for the Arts partly funded.[2]
	4	Rezone housing or commercial areas for new permitted uses.	Zoning Revision Study and Boro Office to cooperate in analysis, proposed zoning text amendment.[2]
	13	Coney Island Amusement Park has deteriorated and needs rejuvenation. Upgrade 40 to 50 acres vacant land west of Steeplechase.	Use HUD Open Space Grant ($2 million) plus City matching funds to create pedestrian network, parking, etc. Investigate CD funding.[1,2]
		Mermaid Avenue shopping strip in decline.	CD II allocated $250,000 grant for physical improvements.[1]
	15	Parking congestion in Brighton Beach Avenue, Emmons Avenue, Avenue U a negative for shopping.	Boro Office and Traffic Dept. cooperating in traffic study.[3]
	6	Fifth Avenue shopping declining.	Boro Office now doing total study.[3]

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[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: BROOKLYN 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Economic (cont'd.) 2. Generate economic productivity by recycling under-utilized industrial resources, including land and structures.	6	The Goya Company industrial building, located on a Q (not acquired) parcel in the Gowanus Industrial Renewal Area, has been vacant since 1973 when the firm moved to Secaucus. Serious blight surrounds the structure. No other industrial user has been interested in it. A redevelopment scheme for commercial purposes has aroused the opposition of the nearby Fifth Avenue Merchants Association and political leaders in Sunset Park. Community Board 7 has voted to oppose the project, one block from its boundary.	Community Board 6 favors a developer's proposal to renovate the 4-story building, construct an extension and design a shopping arcade anchored by a 45,000-square foot Pathmark market.[1] Brooklyn Borough Office, DCP, submitted a brief analyzing the pro's and con's of the project to the City Planning Commission in September 1976. Review of the project and negotiations between the developer and the Community Boards have been on-going through spring 1977.[3]
	4	Rheingold Brewery and 18 acres attached land to be "recycled" for new uses.	Boro Office will help private developer carry out redevelopment project. NYS Urban Development Corporation also involved; will seek federal loan. Site plan will undergo ULURP review.[1]

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[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: BROOKLYN 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
B. Economic, cont.			
3. Reduce conflicts between mixed uses (retail, industrial, housing) which compete for space in an area. Protect jobs and conserve housing quality to maximum extent feasible.	1	Supermarkets are opening in industrial districts. Residents in industrial zones conflict with vehicles, pollution, encroachments.	Rezone affected areas to mixed-use zone and monitor results. Analyze in terms of citywide implications. Boro Office to work with Community, other DCP sections.[2]
4. Assist private industry to generate new jobs.	7	Serious need for new employment in Sunset Park. Department of Ports and Terminals has long-term plan for redevelopment of Northeast Marine Containerport.	Boro Office, DCP and Dept./ Ports and Terminals now cooperating on containerport planning. Federal funds sought under Public Works law. [1,2]
5. Strengthen the vitality of the borough Central Business District.	2	Deteriorating shopping areas need physical improvements. Downtown Brooklyn Development Association asked city for comprehensive plan: upgrade commercial attractiveness, improve pedestrian access, transportation circulation, reduce fires, replace obsolete sewers, build mall.	Mayor's Development Office has designed plans for Fulton Street Mall. Boro Office, merchants association, private consultant cooperating on multi-million project. Private/public funding. [1]
6. Recycle under-utilized public installations for economic stimulus. Analyze total impacts of changing uses of large public properties.	10	Army is considering "de-emphasis" of Fort Hamilton, to cut costs. Area suppliers fear loss of business; job losses likely.	Army consultant on future of Fort Hamilton is cooperating with Boro Office in study of inland uses and economic impacts of alternatives.

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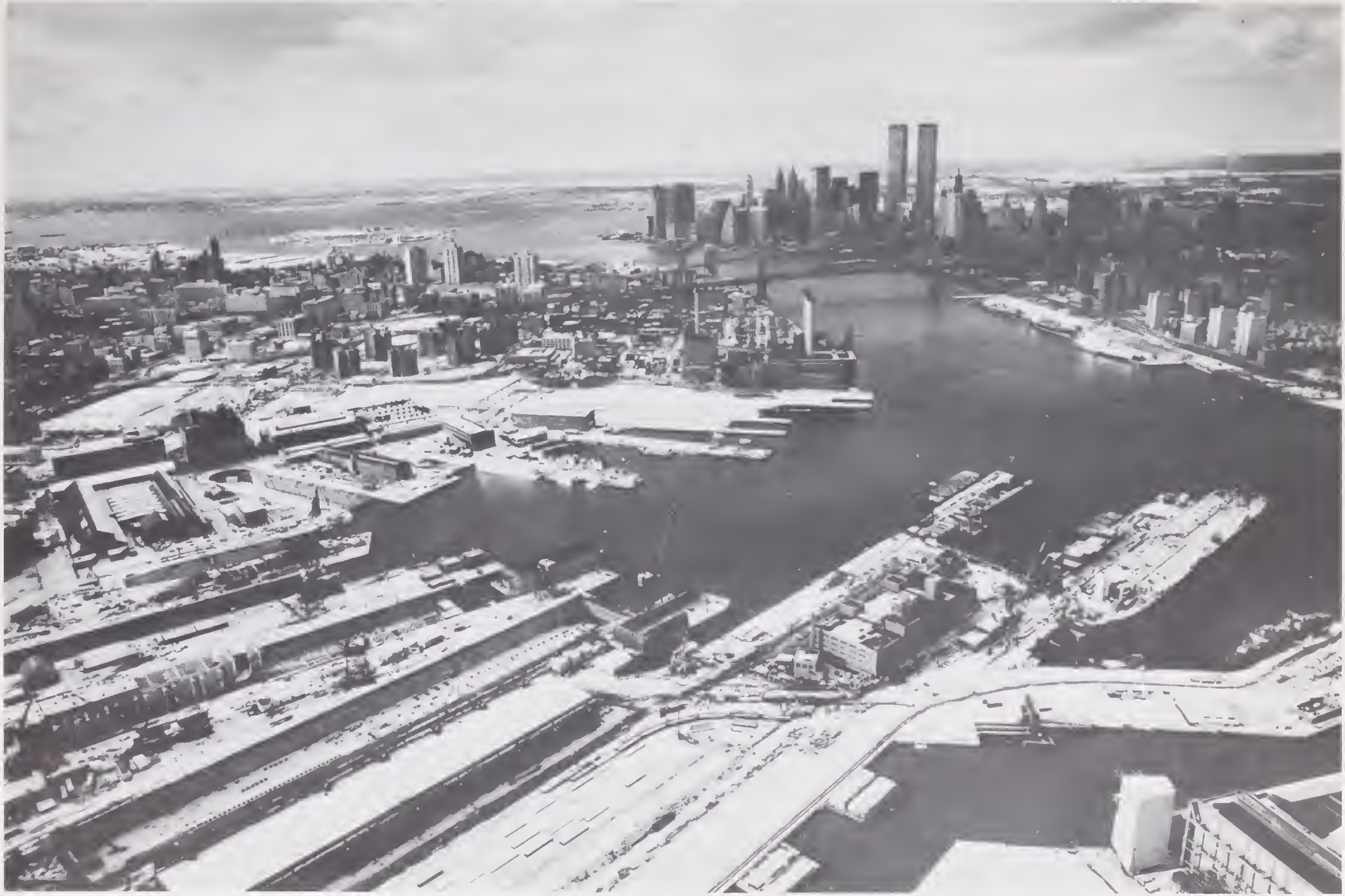
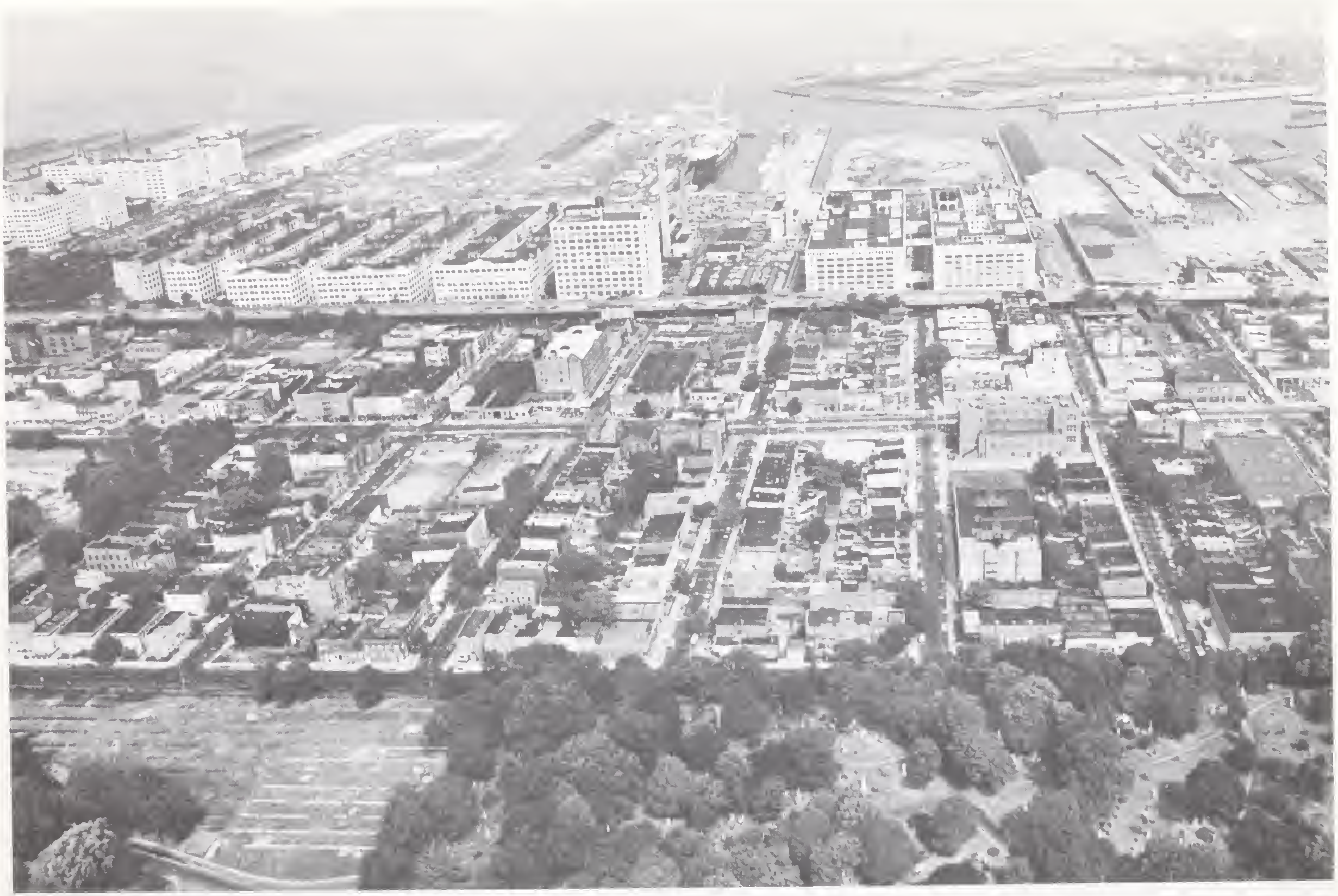
[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board



Brooklyn Navy Yard in the East River. This major federal installation, having been declared surplus, is now being recycled for shipbuilding, industrial processes and other purposes.



Sunset Park, Brooklyn, a community fighting to survive. The white industrial structures are Bush Terminal, a complex of vertical industry, which has been one of the City's most viable employment centers since its construction before World War II. Red Hook containerport, a modern facility built by the City, occupies the upper right background.

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: BROOKLYN 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
G. Neighborhood Stability and Housing			
1. Prevent continuing decline in Property values and erosion of middleclass population base by techniques of neighborhood stabilization.	1	Elderly need apartments. Young couples are leaving for lack of housing. Italian Williamsburg is being thinned out. Rapid abandonment of multiple dwellings, high tax arrearages. Ethnic conflicts over new urban renewal units (Chassidim, Blacks, Hispanics).	Boro Office working with community groups to develop data on landuse, population, for Section 202 housing for elderly. Jennings Hall Development Corporation is preparing application and request for rezoning.[3] Rezoning from R-4 to R-6 will permit construction of infill housing for young families.[2]
	14	Landlord-tenant conflicts over rent levels, deteriorating housing, burn-outs.	Flatbush Development Corp. (homeowners group) got $100,000 grant from city HDA; joint projects with Borough Office.[1]
2. In transitional neighborhoods, adapt to population changes, reinforce housing quality, rehabilitate units to meet shelter needs of different age and income groups.	3	Restore beautiful limestone houses in center of Bedford-Stuyvesant. Banks are redlining area.	Seek federal mortgage funds to counter private banks' redlining.[1]
	9	Pressure on middle-class owners to sell homes is being resisted.	
3. Rehabilitate deteriorating housing through broad array of federal assistance.			
	7	FHA foreclosures have left large number of 1-4-family houses vacant. Need major rehabilitation.	Boro Office, CB 7, Sunset Park Redevelopment Committee working on Small Home Improvement Prog. (SHIP)[1,3]

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: BROOKLYN 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Neighborhood Stability and Housing (cont'd.)	13	Massive urban renewal in Coney Island has eliminated large numbers of small houses. Remaining owners need assistance for rehab of aging properties. Mixed uses, including Coney Island Creek Industrial Renewal Area where tanks hold 10 million cubic feet of gas, threaten residential areas.	Owners of small houses want City to help them get Section 312 federal mortgages for rehab. Boro Office giving technical aid, including liaison with other city departments to qualify for seal-up funds for sound vacant houses.[3]
	6	Neighborhood devastation has resulted from Urban Renewal program for Red Hook Containerport, whose plans caused moveouts and deterioration. Excavation for sewer line resulted in undermining housing foundations. Ownership of development site (containerport) split between City and Port Authority, designated builder. High relocation load of jobs and business establishments.	Elected officials, Boro Office are doing analysis of problems in "South Brooklyn Study". Will evolve guidelines on containerport, fair relocation policies, stabilize Columbia Street and Red Hook neighborhoods; delineate The Public Space (open space) and other amenities. Housing renewal plan to be combined with economic planning underway in city's Office of Economic Development.[3]
4. Facilitate housing construction on vacant and under-utilized land in low density zones	5	Following studies recommending development of new community (45,000 d.u.'s) at Spring Creek, State and City made heavy investment in infra-structure (sewers, streets, electrity lines). Funding problems stopped development.	City is continuing to work with private developers onfeasible plans, now modified from original schemes. Housing is proposed for 60 acres, at 1-and 2-family scale, together with commercial, industrial, research and development.[1]

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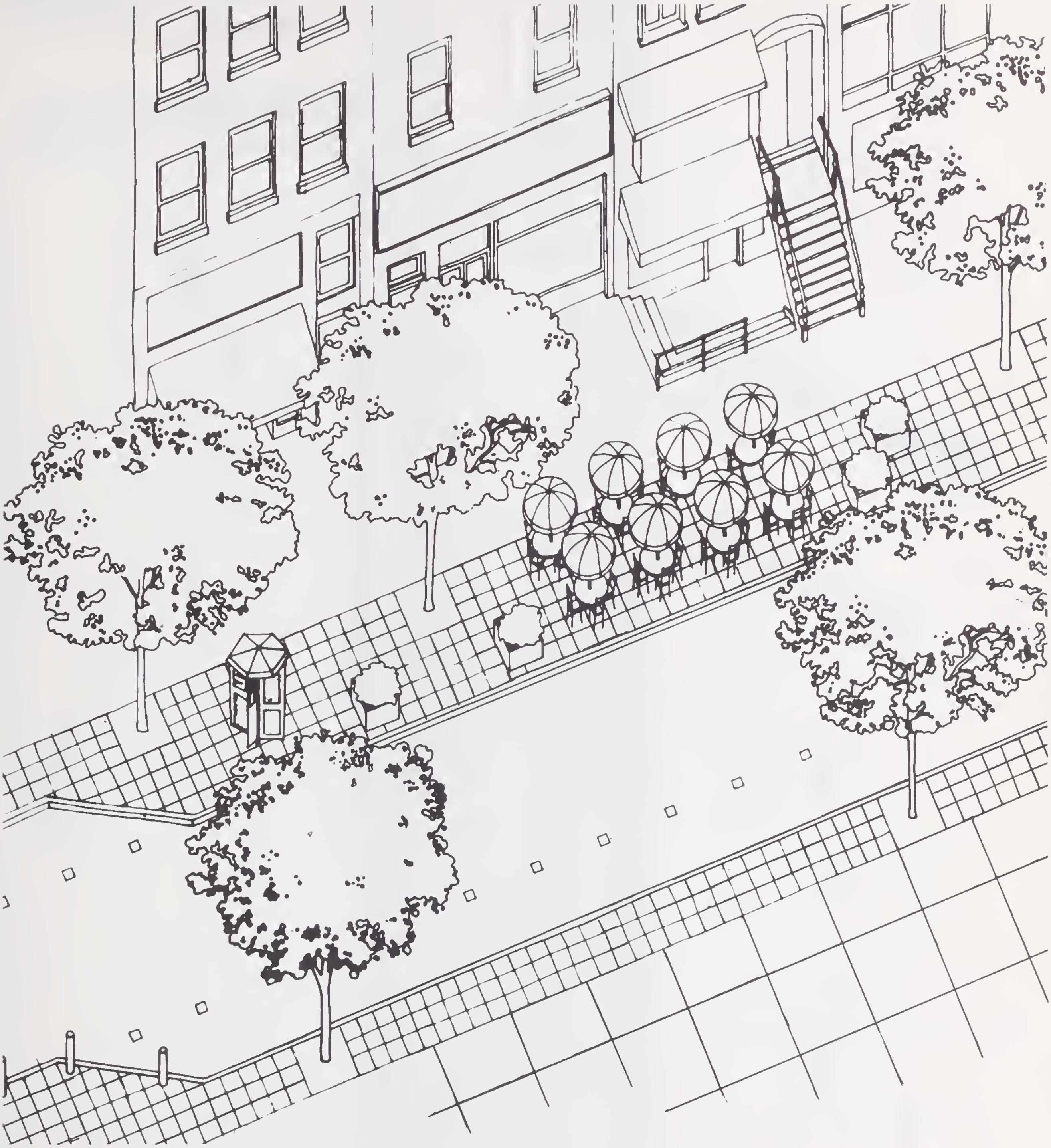
[1] Public/private investment.

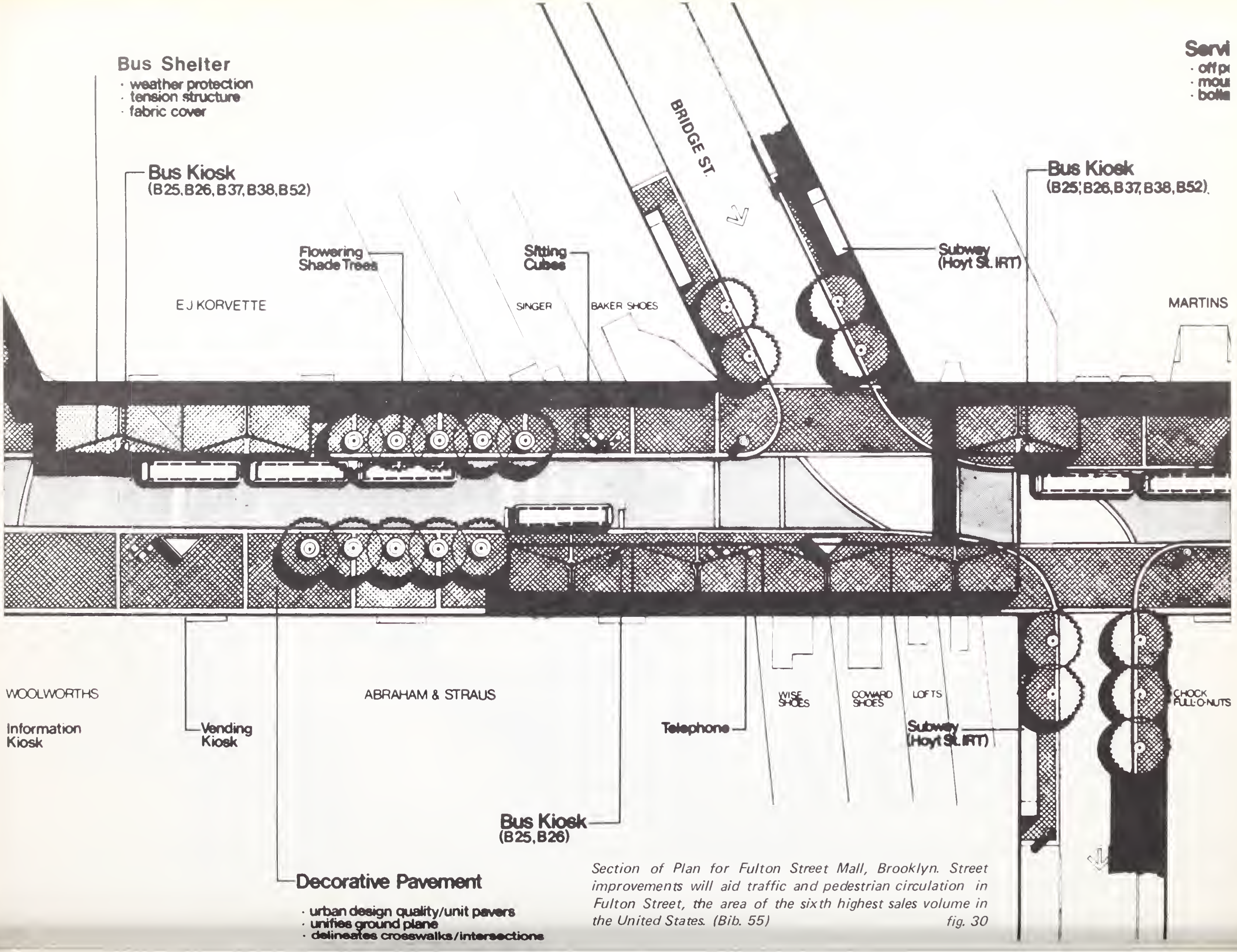
[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board



Details of possible mini-plaza under Scheme B

Montague Street, Brooklyn, a bustling commercial center in the heart of the borough. A proposal for street revitalization was one of the City's Bicentennial planning projects. (Bib 57)


Bus Shelter
· weather protection
· tension structure
· fabric cover
Bus Kiosk
(B25,B26,B37,B38,B52)
Flowering
Shade Trees
Sitting
Cubes
BRIDGE ST.
Subway
(Hoyt St. IRT)
Bus Kiosk
(B25,B26,B37,B38,B52).
Servi
· off p
· mou
· bolla
E J KORVETTE
SINGER
BAKER SHOES
MARTINS
WOOLWORTHS
Information
Kiosk
Vending
Kiosk
ABRAHAM & STRAUS
Telephone
WISE
SHOES
COWARD
SHOES
LOFTS
Subway
(Hoyt St. IRT)
CHOCK
FULL-O-NUTS
Bus Kiosk
(B25,B26)
Decorative Pavement
· urban design quality/unit pavers
· unifies ground plane
· delineates crosswalks/intersections

Section of Plan for Fulton Street Mall, Brooklyn. Street improvements will aid traffic and pedestrian circulation in Fulton Street, the area of the sixth highest sales volume in the United States. (Bib. 55) *fig. 30*

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: BROOKLYN 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
J. Transportation and Circulation 1. Improve the circulation network for pedestrian movement and vehicular efficiency.	Boro-wide	Fulton Street, which has the second highest sales volume in NYC after Herald Square and 6th highest in the country, suffers from clogged traffic flows. Bus movements are slow. 75% of shoppers use mass transit, mostly buses. The 4 department stores and small stores are fighting to counteract suburban shopping pressures.	1970--City Planning Commission designated the Brooklyn Center Urban Renewal Area and began planning Fulton Street Mall. Circulation improvements are key element.[1] DCP study (1969-71) led to formation of Downtown Brooklyn Redevelopment Office which has acted as the lead agency in the planning. Rezoning accomplished through amendment, "Special Fulton Mall District" which includes traffic rechanneling, sign controls, use restrictions, street redesign.[2] State Legislature approved the Pedestrian Mall Improvement Act enabling cities to determine the conditions for defining, financing, designing and otherwise implementing pedestrian malls.[2] Development Office drafted Fulton Mall Plan, including Special Assessment Act for financing. (Feb. 1977). Mayoral approval expected.[2,1] Transportation engineering solutions for circulation and flow are included, plus street furniture regs.[2]

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[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: BROOKLYN 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
J. Transportation and Circulation cont.			
2. Improve general bus service in Brooklyn through careful modification of routes, increased revenues, reduced operating costs, greater efficiency, better service to commercial areas and overall attractiveness to riders.	10- 15	In April 1974 DCP sent letters to all Community Planning Board chairpersons in Brooklyn, asking for their views on existing problems with bus transportation. After screening and evaluating, the department decided upon a staged study, beginning with the 86th Street Corridor in Southwest Brooklyn. Working with Transit Authority staff, DCP transportation planners conducted surveys of passengers and other information gathering. The study was expanded to cover entire Southwest Brooklyn, as a more rational base for coordinating route changes.	Report on the"Brooklyn Bus Study-Southwest Brooklyn" was completed end of 1976 by DCP. Bus reroutings will be sought in coming year. 2.

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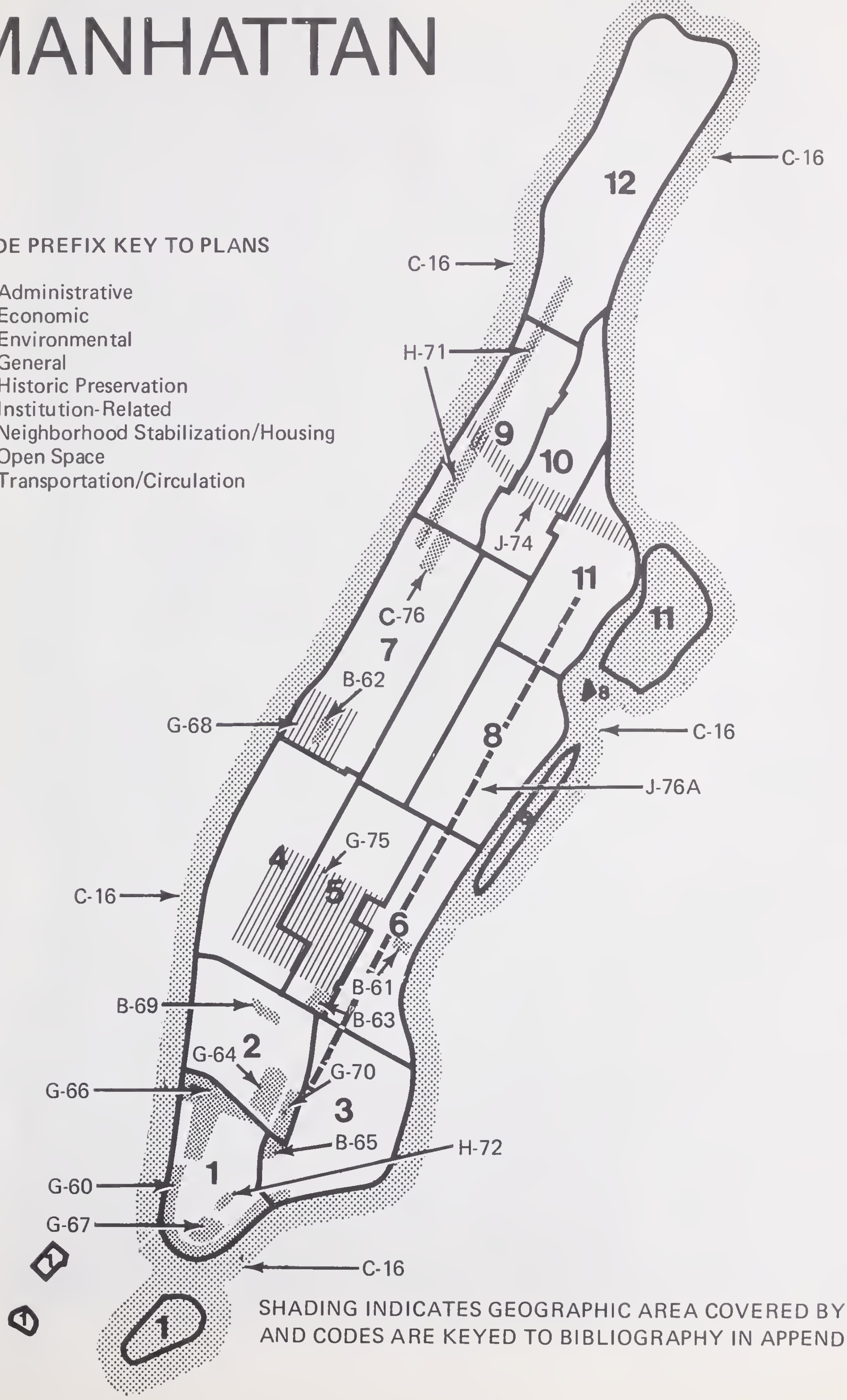
[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

MANHATTAN

CODE PREFIX KEY TO PLANS

A. Administrative
B. Economic
C. Environmental
D. General
E. Historic Preservation
F. Institution-Related
G. Neighborhood Stabilization/Housing
H. Open Space
J. Transportation/Circulation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G-66
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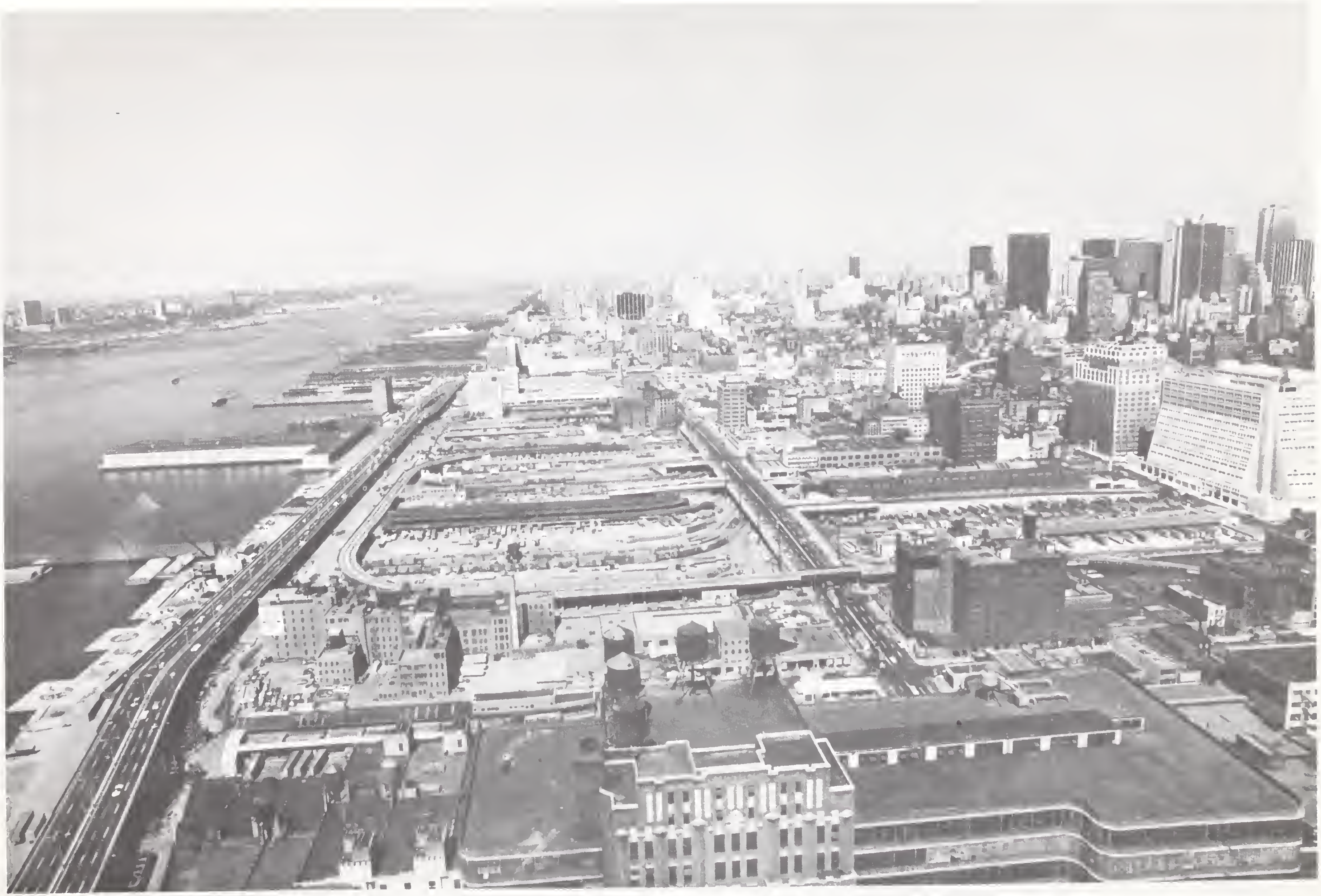
SHADING INDICATES GEOGRAPHIC AREA COVERED BY EACH STUDY AND CODES ARE KEYED TO BIBLIOGRAPHY IN APPENDIX A.

LPEM/DCP
June 1977



Mixed economy of Manhattan's West Side: waterborne commerce on the Hudson River; vehicular circulation on the West Side Highway (shown before sections collapsed in 1975); the 30th Street Yards of the Pennsylvania Railroad Company (center), a major redevelopment opportunity and one proposed site for the new Convention Center; the Garment Center, with the white Midtown Mart (right), and the office skyscrapers of Midtown (upper right).

Manhattan: Overview

With a population of 1.5 million, Manhattan ranks third among the five boroughs. Its land area is the smallest by far (14,000 acres) and its gross density the highest in the city: 102.4 persons per acre. Of the total, Manhattan uses 27 per cent for vehicles (streets), 22 per cent for high density residential, 17 percent for outdoor recreation, six percent for commercial and only .6 percent for manufacturing purposes. It is the predominant job center of the City, the leading entertainment concentration of the City and a convergence point of national and international trade and commerce.

Land use in Manhattan symbolizes the advantages and disadvantages of highly concentrated development: the energy efficiency and the facilitation of commerce on the one hand-- the pressures, stress and pollution from indirect sources on the other. The economic recession has taken its toll of the City, with Manhattan suffering the same problems of job losses, declining tax revenue and a drop in real property assessments as the other boroughs. These problems have led many banks to reduce their investments in New York real estate and to reject applications for mortgages.[1]

Strategies for Manhattan

The City has emphasized economic revitalization as its top priority in the past year, taking many routes to demonstrate the benefits this policy will mean for business. Manhattan, the national and international center of commerce and finance, is also the prime employment center for New Yorkers. As 1977 opened, Mayor Abraham Beame issued the major policy document, "Economic Recovery: New York City's Program for 1977-81". The key policies and strategies have been discussed in detail above (p. 77, 99 ff). and include fiscal measures, land use to maximize economic development and the judicious assignment of Community Development Block Grant funds. As the discussion of Manhattan issues, policies and strategies reveals in the following pages, many of these Mayoral recommendations apply with particular force to Manhattan.

The City's Transportation Control Plan for reducing air pollution is a prime planning tool for Manhattan. The work of the past year, which seeks to comply with federal standards for air quality, extended implementation of the City's policy favoring car-free areas at strategic locations. More areas are being designated for pedestrian access, with design and land use controls being adopted to reserve these amenities. With the help of federal Public Works funds, construction of pedestrian amenities has begun on Nassau Street in Lower Manhattan, where a system of walkways is emerging. The World Trade Center has catalyzed an underground network of pedestrian corridors, while midtown will benefit from Broadway Plaza, a pedestrian link between the Theater district and the Rockefeller Center neighborhood.

In response to the City Charter's new emphasis on citizen involvement in planning, New York City has opened many new channels for community initiative. For example, Community Board 7 engaged a consultant to create a Developers' Package for builders seeking to construct projects in the West Side Urban Renewal Area. (See the chart of "Land Use Policies, Issues, Strategies" below. On the East Side, Board 8 asked the City for technical expertise to improve residential open space. This led to the design and adoption of new zoning regulations to enhance housing plazas and make them more accessible to neighborhood residents . What concerned Greenwich Villagers in the past year (among other issues) was public vigilance in monitoring protection of landmarks; here again the City responded by undertaking a planning analysis of issues and opportunities on Eighth Street in Community Board 2. As another example of greater citizen initiative, Community Board 7 pressed the City to analyze the renewal potential of the 60th Street Rail Yards adjacent to the Hudson River, a project which has interested at least two private developers in recent months. To follow up a Bicentennial project for street revitalization involving Union Square and Chinatown (see bibliography), the local community boards have created on-going committees. Community Board 3 appointed a Steering Committee to help advance plans for street improvements and community facility renewal in Chinatown. In the case of Union Square/14th Street, Con Edison, the Community Board, business and other leaders have joined in implementing plans for subway and park improvements. Con Edison early in 1977 pledged up to $300,000 to help finance the planning.

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[1] New York Times, "Banks Cutting Investment in New York Real Estate," August 22, 1976, p. 1.

Westway, the proposed replacement for the crumbled West Side Highway, represents one of the most important strategies for meeting the City's economic and circulation needs. Additionally, the adjacent land offers broad opportunities for creating housing, parklands and job centers. City professional staff are cooperating with the involved Community Boards (1, 2 and 4) in evolving land use guidelines which reflect community preferences as well as citywide requirements. Landfill development, park and recreation policies and the integration of mixed uses are among the study elements.

Recycling obsolete buildings has become an active concern in Manhattan, and in other parts of the City to a less degree. Old lofts, hotels and office buildings have become attractive for housing . Rehabilitation is now active and increasingly profitable, with the passage last year of the J-51 program of tax incentive. Property owners who are approved for J-51 status obtain both exemption and abatement for up to 10 years, to enable them to convert non-residential buildings to shelter uses. The advantages apply also to the conversion of obsolete city-owned and federal properties, such as the federal Archives on Christopher Street. Through analysis of these buildings, planning and design options and the intensive research of the current Zoning Study, building recycling is likely to increase throughout the City. Another aid is the recent publication, "Surplus School Space," a manual for those interested in converting this type of facility to housing or other purposes.

Harlem is the centerpiece of planning for Upper Manhattan. While substantial amounts of publicly assisted housing have been constructed there in recent years, strong needs persist for rehabilitation of existing apartment houses and brownstones. Two promising areas identified in the third year Community Development program are Hamilton Heights and Mount Morris Park, both Landmark Preservation Districts where brownstone rehabilitation has begun. Commercial deterioration on 125th Street is the subject of two major studies: "The 125th Street Development Plan," produced by the Harlem Urban Development Corporation, with assistance from the City, and a consultants' study for the City proposing traffic and pedestrian circulation improvements and reconstruction of the infra-structure on 125th Street. Federal funds from the Community Development program and from the Department of Transportation are being sought to fund the construction. Also underway is a study to plan improved transportation service for the elderly and handicapped, using UMTA funds.

Local Applications of City Strategies

The following pages summarize and itemize by community districts the ongoing issues, policies and strategies throughout Manhattan. Information has derived primarily from the Borough Offices of the City Planning Department, Considerable assistance was provided on housing matters by the Department of Housing Preservation and Development.

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: MANHATTAN

Policy Goals And Objectives	Community Districts																		Boro-Wide
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
B. Economic																			
1. Revitalize important commercial centers facing decline.	X	X	X	X	X	X			X	X	X								X
a. Upgrade physical infra-structure to improve commercial areas.	X	X	X	X	X	X			X	X	X								
b. To provide public improvements to encourage private redevelopment and renovation in local commercial areas.			X	X	X					X									
c. To leverage additional sources of funds as a means of expanding the benefits of Community Development Funds.	X	X		X	X														
2. To buttress local existing industry while reducing the high vacancy rates in old loft buildings.	X	X		X	X														
a. Recycle those manufacturing buildings which have only marginal industrial use into rehabilitated residential use.	X	X		X	X														
b. Eliminate industry/residential use conflicts in effort to retain local industry.	X	X		X	X														
3. Restore a deteriorated neighborhood by developing job-generating and revenue-generating uses on vacant sites.										X									

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* High Priority

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: MANHATTAN

Policy Goals And Objectives	Community Districts																		BORO-WIDE
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
D. General																			
1. Utilize obsolete rail yards adjacent to the waterfront for recreation, housing, open space and other desired uses.							X												
2. Sustain present heterogeneous population of upper west side.							X												
3. Increase convenience retail shopping.							X												
4. Examine feasibility of housing and its impact on city-wide housing goals.							X												X
5. Expand open space by enlarging boundaries of Riverside Park southerly.							X												
E. Historic Preservation																			
1. Create a waterfront museum complex, including small retail shops, restaurants, South Street Seaport Museum and the State Maritime Museum in Lower Manhattan.	X																		

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* High Priority

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: MANHATTAN

Policy Goals And Objectives	**Community Districts**																		BORO-WIDE
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
G. Neighborhood Stabilization and Housing																			
*1. "To provide government assistance to augment the ability of the private sector to provide decent, affordable housing for low and moderate income persons." (CD III)									X	X									X
J. Transportation/Circulation																			
1. Improve older people's mobility and access to community services by expanding public transportation.									X	X	X								

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* High Priority

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: MANHATTAN 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
B. Economic			
1. Revitalize important commercial centers facing decline. a. Upgrade physical infrastructure to improve commercial areas. b. "To provide public improvements to encourage private redevelopment and renovation in local commercial areas." (CD III) c. "To leverage additional sources of funds as a means of expanding the benefits of Community Development Funds." (CD III)	1, 2, 3, 4, 5, 6, 9, 10, 11	Union Square, Chinatown, Nassau Street and 125th Street are vital commercial nodes with a complex of varying problems. Community leaders have turned to the City Planning Department and to the Mayor's Development Offices for technical and financial assistance in resolving problems. A amaller street in Greenwich Village, West 8th Street, is also typical of Manhattan retail strips confronted with spreading tawdriness, dirt and a slippage in quality. A wide range of approaches have been evolved for each of the different areas.	Civic groups taking initiative in each area include: Union Square--14th Street Merchants Association, Consolidated Edison; Community Steering Committee for the City Options Grant from the National Endowment for the Arts (1975-76), which published plan, "Union Square Street Revitalization," produced by City Planning Department staff; CB 2, 3, 4, 5, 6; ILGWU and ACWU. Chinatown--CB 3 and Chinatown Planning Committee, an ad hoc group for the 1975-76 City Options project, which published the plan, "Chinatown Street Revitalization;" Nassau Street--Nassau Street Merchants Assn., CB 1; 125th Street--125th Street Improvement Association. Ins. CB 9, 10, 11.[3]

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[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: MANHATTAN 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Economic (cont'd)		Union Square: Surface problems of deterioration in the shopping strip and pedestrian-vehicular conflicts are multiplied by the distasteful atmosphere in the large subway station complex serving three different lines. Seven bus lines intersect on 14th Street at Union Square, adding to heavy auto traffic. Union Sq. Park needs rejuvenation; Parks Department sought $600,000 in 1974-75 capital budget.	Subway station modernization is one of several design plans now being developed in DCP. CD III allocates $100,000 for commercial improvements in Union Square towards total costs estimated at $300,000. Private funds also being collected. Unified design treatment of mezzanines, passageways and entrances will be part of City's economic plan for Union Square.[1]
	3	Chinatown: A dynamic area troubled by crowded streets, conflicts between pedestrians and vehicles, narrow sidewalks in bad condition and with many obstructions. Citizens have worked closely with DCP in developing a street improvement plan which needs funds for implementation. Housing and other social problems remain to be studied, when funds permit housing construction. Heavy influx of immigrants from Hong Kong. Property values climbing as investments soar in local real estate and population expands north and east.	CD III earmarks $75,000 to advance planning keyed to stated policy in column 1. Highways Department will produce working drawings for street improvements.[1] CB 3 is now the lead group in setting community goals for plans emerging from city agency. Borough Office, DCP, continues as liaison to community.[3]

[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: MANHATTAN 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Economic (cont'd.)	1	Nassau Street: One of Manhattan's most intensive retail shopping corridors, it accommodates up to 30,000 pedestrians a day. Hourly traffic volumes (4:30-5:30 p.m.) range from 175-215 vehicles per hour. Narrowness of street generates constant conflicts. Since 1969 an experimental lunch-hour mall has functioned successfully.	Mall plan calls for a ban on all north-south traffic flows, except for truck deliveries (from 3 p.m. to 10 a.m.) and east-west traffic. Mall will extend 1,250 feet from John Street to end of Nassau, within 35-40-foot right-of-way, from building line to building line. Drainage, curbing, resurfacing, lighting, bollards and graphics, as well as movable steel barriers, are featured as plan elements. Zoning amendments. Funding for on-going construction: $670,294 from U.S. Dept. of Commercie, Local Public Works Act. 1st phase completion: October 1977[1].

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[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: MANHATTAN 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Economic (cont'd.)	9, 10, 11	125th Street Corridor: Hudson River to East River, 124th Street on south and 126th Street on north. Decay, conflicting uses, proliferation of sidewalk vendors, illegal parking, abuse of bus zones, double parking, dangers to pedestrians and frequent fires have added to the deterioration of the major shopping street in Harlem. Improved traffic and pedestrian circulation is seen as one way of upgrading the area. Community has participated in a comprehensive planning study and is awaiting results (May 1977). Redevelopment of 12th Avenue area adjacent to Hudson River and 125th Street has been subject of several plans since 1960's. Upper Manhattan Office is now seeking to develop preliminary plans for Port Harlem, a mixed-use complex. Buffering recreation and other purposes from the existing meat market will be a key problem.	CD III allocates $1,050,000 for the reconstruction of 125th Street. Additional funds are being sought from FAUS ($2 million) for surface street improvements. Upper Manhattan Planning and Development Office of the Mayor, DCP/Transportation Section, and Highways Department are joint partners in planning.[1] Consultants (Chase, Rosen and Wallace) report of two-year study was submitted to Mayor's Office and community for review May 1977. UMTA grant of $200,000 funded study.[1] CD III: Allocates $2.4 million for water main replacement on 125th St. Total cost: $3.5 m. Another $300,000 is to act as the City's 30% matching share of the remaining $1.1 million, in an effort to obtain $770,000 from FAUS to assist with street improvements.[1]

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[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: MANHATTAN 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Economic (cont'd.)		Economic redevelopment needed. Infusion of substantial funds for job and/revenue-generating projects is sought from federal govt.	Harlem Commonwealth Council owns 90% of site on southwest corner 125th St.-8th Avenue-124th Street-St. Nicholas. Plans major indoor shopping mall, if US EDA approves application for funds.[3]
	2	West 8th Street, Greenwich Village, from 5th to 6th Avenue, 6th Ave. from Waverly Place and 9th, McDougal Street between 6th Avenue and Christopher Street, seems to local residents to be declining in quality and threatening the traditional charm of this neighborhood. Long a haven for artists, writers and ordinary families, the Village is increasingly a target for businesses with records of instability. Community leaders and others cite these problems: --Fast food stores, which attract crowds who litter the streets. --Rising rents, which drive out small businessmen and add to instability of occupancy.	Task force includes Community Board 2, Manhattan Borough Office, and 8th Street Task Force of merchants and civic leaders. Community asked DCP Borough Office to help initiate land use survey in summer 1976. Staff planners developed and are now carrying out work program for land inventory, socio-economic survey of street users and merchants.[3] To deal with street litter, planners have identified relevant provisions of City Health Code covering litter and solid waste disposal. These are being distributed to citizens for follow-up education campaign.[3] Report to be issued late 1977 will contain plan anx recommendations for street betterment.[3]

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[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Pla....ing Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: MANHATTAN 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Economic (cont'd.)		(West 8th St. cont'd.) --Tawdry shops, out of tone with the small boutiques of craftsmen and artisans, as well as artists. Earlier legislative efforts to control quality, such as the Special Limited Commercial District (1969) did not help. Regulations did limit height, bar stores with over 10,000 s.f. floor area, but could not touch low quality stores. Social frictions (age, ethnic) are adding to exasperations in community. Franchise operations are too impersonal.	

[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: MANHATTAN 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Economic (cont'd.)			
2. Restore a deteriorated neighborhood by developing job-generating and revenue-generating uses on vacant sites.	10	Long-standing dispute exists over how to use vacant eastern portion of State-owned property on 125th Street near Lenox Avenue for purposes serving local community. CB 10 has led neighborhood fight for site development with facilities designed to serve community. The State built the office building on the western sector of the parcel. Harlem Urban Development Corporation (HUDC) has proposed a mixed-use complex.	Mayor's Office is proposing construction of a subway connection between the mezzanine of the IND 125th Street station and the proposed shopping mall of Harlem Commonwealth Council. HUDC has produced a two-year program for economic revitalization, "The 125th Street Development Plan." The Mayor's Upper Manhattan Planning and Development Office is now evaluating the plan and will issue its own alternative options by the end of summer 1977. HUDC plan calls for convention center, hotel, cultural center and parking garage.

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[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: MANHATTAN 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Economic (cont'd.)			
3. To buttress local existing industry, while reducing the high vacancy rates in old loft buildings. a. Recycle those manufacturing buildings which have only marginal industrial use into rehabilitated residential use. b. Eliminate industry/residential use conflicts in effort to retain local industry.	1, 2, 4, 5	As manufacturing has left N.Y., many loft buildings have been vacated and represent financial loss to owners. In search of low-cost shelter, tenants have leased raw space in buildings, which have an estimated 12% vacancy rate. About 20% of existing lofts are no longer used for manufacturing. Smaller lofts (under 5000 square feet) have proved adaptable for residential purposes in Soho-Noho and Tribeca areas of Manhattan. Real Estate Board study (January 1976) recommended legalizing conversion of all vacant loft space to residential use. City fears such broad-sweep change would conflict with existing industry, drive out surviving business and jobs, and escalate rents and purchase prices for co-op apartments in lofts. Quality of present illegal conversions violates light and air standards: Tenants pay all rehabilitation costs, have few amenities and no protections.	"South Midtown Planning Study," is being developed by several sections of DCP (Zoning Study, Economic Section, Manhattan Office) and the Mayor's Midtown Action Office. Reconnaissance and inventory of loft buildings, impact on surrounding areas, long- and short-range impact of economic shifts stemming from loft conversions, and proposals for regulating illegal conversions will appear in the report due late 1977. 3. Constituency for loft conversion program includes the city's agencies, the Real Estate Board, Community Boards 4 and 5.

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[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: MANHATTAN 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
D. General			
1. Utilize obsolete railyards adjacent to the waterfront for recreation, housing open space and other desired uses. 2. Sustain present heterogeneous population of Upper West Side.	7	Community Board 7 learned from newspaper that a private developer was planning to build 20,000 d.u.'s on Penn Central Yards air-rights, (West 60th-70 Street, Manhattan). No prior discussion with community. Board feared adverse impact on waterfront. Asked City Planning Dept. to inventory land uses in and adjacent to track area	Borough Office, DCP, conducted extensive inventory of land uses. Reported these in publication, Lincoln Square and its Waterfront.[3] Published October 1976. Findings: 1. 60th Street site totals 100 acres: 60 acres on land + 40 acres from bulkhead to pierhead, for fill.
3. Increase convenience retail shopping. 4. Examine feasibility of housing and its impact on city-wide housing goals.		Riverside Park could be extended if City agreed to develop 8 acres of public land at northerly tip of proposed site, adjacent to bulkhead. How would operating and maintenance funds be secured?	2. Recreation facilities and retail services are surveyed and mapped, to show inadequacies. 3. Circulation and zoning patterns mapped and analyzed.
5. Reduce proposed housing to stabilize present residential and income patterns in CD 7.		If massive housing were built, how would this pressure Section 8 subsidies city-wide? What effects would this have on community services throughout district?	Report includes suggestions for follow-up plan of development, using data base in brochure. No target date yet.
6. Expand open space by enlarging boundaries of Riverside Park southerly.		Developer has reduced proposal from 20,000 units to 7,000 units housing.	Community Board has hired private consultant to produce development concept created by citizens and using DCP report.

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[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: MANHATTAN 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
E. Historic Preservation			
1. Create a waterfront museum complex, including small retail shops, restaurants, South Street Seaport Museum and the State Maritime Museum in Lower Manhattan.	1	Some years ago the State Maritime Museum bought 19th century Schermerhorn Row Houses on Fulton Street and commissioned an architect to redesign them as a new setting for the Maritime Museum. The plan was not adopted. Schermerhorn Row has continued to deteriorate, as the State has lacked funds. The Mayor's Development Office has proposed redevelopment of Schermerhorn Row along Fulton Street, one block north and one block south of the site. Quincy Market, Boston, is one prototype under consideration. Fulton Street fish merchants have continued to resist relocation to Hunts Point market in the Bronx. Can they be reintegrated into a new area revitalization scheme?	Preliminary Planning for Maritime Museum site is under way in Mayor's Development Office. Negotiations have begun with potential developers and the South Street Seaport, as new approach to implementing plan. Preliminary sketches and land use proposals expected by Fall 1977.[3]

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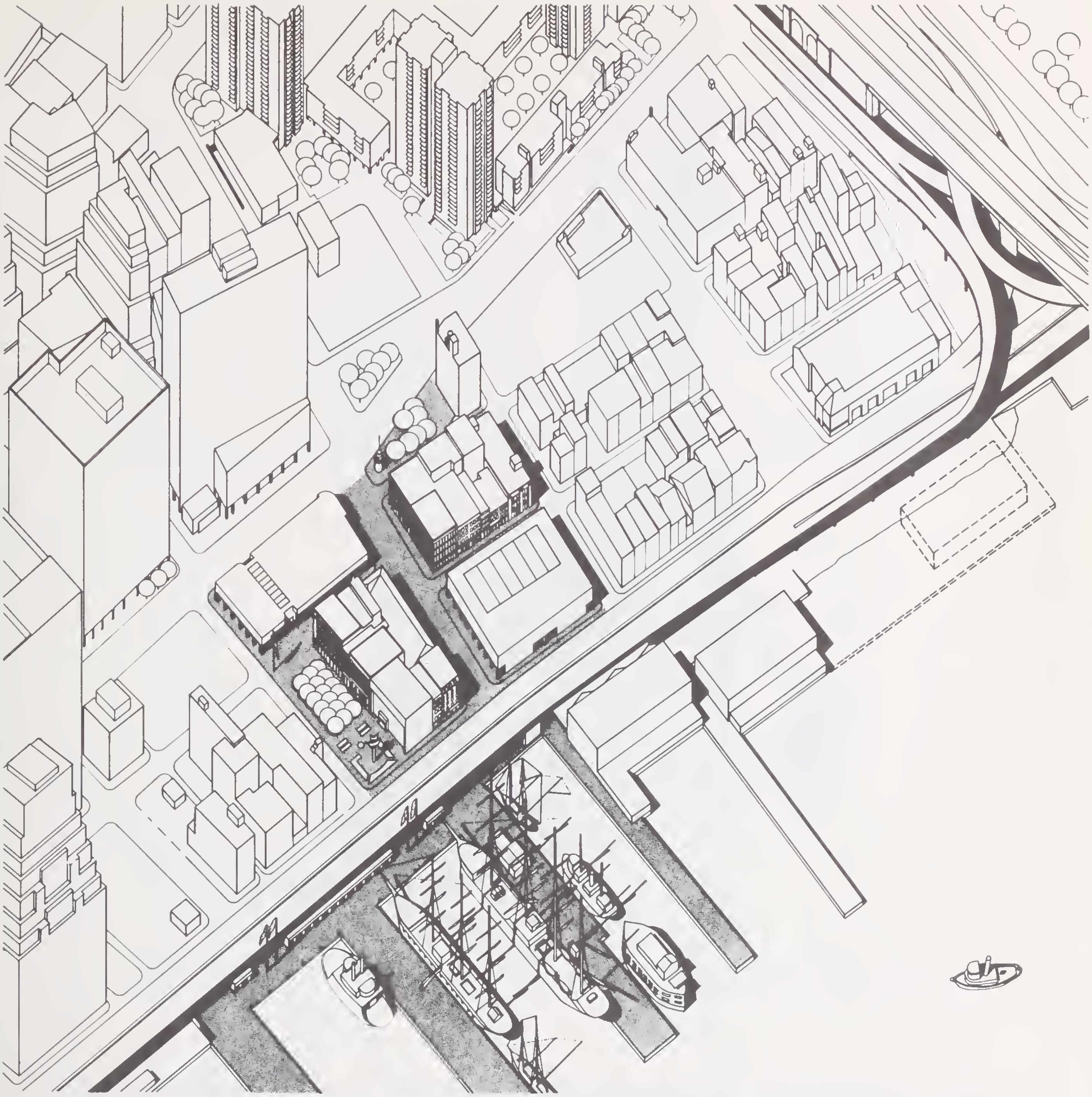
[1] Public/private investment.

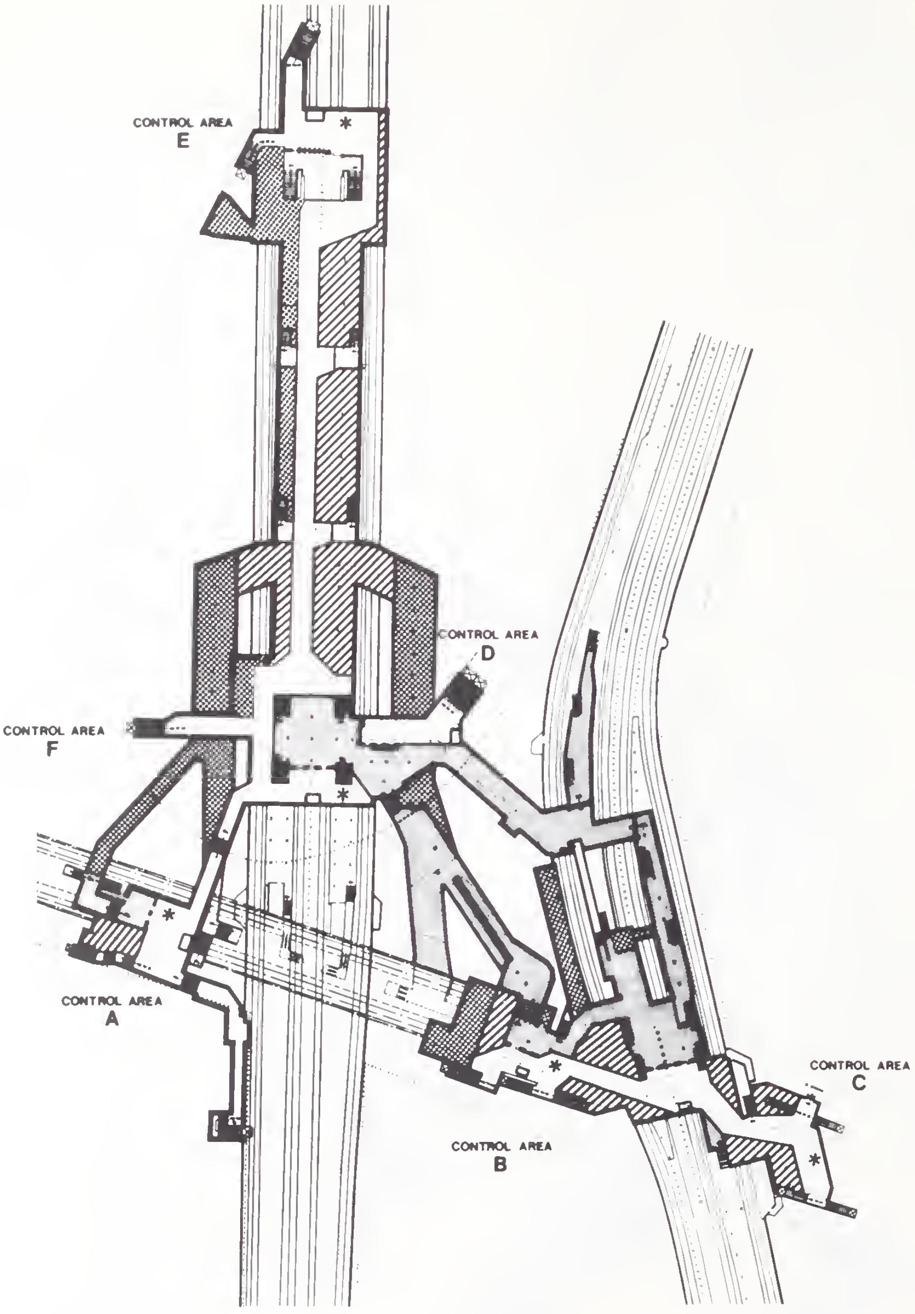
[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board



SOUTH STREET SEAPORT

South Street Seaport Restoration will create a waterfront museum-complex in Lower Manhattan. State authorization and funding have been joined with the City's design and zoning powers in this unique project.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14TH STREET UNDERGROUND

PROPOSED MEZZANINE DEVELOPMENT

☐ FREE ZONE
▒ SUBWAY PAY ZONE
▨ COMMERCIAL SPACE
▩ TRANSIT AUTHORITY
* SUBWAY RIDER SERVICES

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: Manhattan 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
G. Neighborhood Stabilization and Housing 1. "To provide government assistance to augment the ability of the private sector to provide decent, affordable housing for low and moderate income persons." --Objective A-4, Third Year Community Development Plan and Program	2	Little Italy contains a tremendous stock of deteriorating Old Law tenements in need of stabilization, maintenance or rehabilitation. Most of the residential properties are occupied. A high proportion of residents are elderly people with ties to the neighborhood. Relocation would be extremely difficult. At this period, most of the funding tools available to the City are for rehabilitation.	To preserve and rehabilitate the existing housing stock, the City has undertaken a variety of programs in Little Italy. In the past year, a joint study by the community, represented by the Little Italy Restoration Association (LIRA), and the City Planning Department was reported in a publication, Little Italy Special District. Under a contract awarded by the City in 1977, the community group and the Department of Housing Preservation and Development will seek to catalogue existing buildings and determine types of rehabilitation needed.[2] Among possible funds (from CD) will be: Participation Loan Program, which combines city and private institution mortgages; Article 8A mini-loans; Community Management assistance to enable residents to undertake building management and rehabilitation; Direct[1] Sales; Section 8 rent subsidies.[1]

Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: Manhattan 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Neighborhood Stabilization and Housing, cont.			
2. Area rehabilitation should be as comprehensive as possible. Renovating a few structures in a blighted area is to be avoided, in favor of upgrading a neighborhood.	2	Deteriorated buildings in Little Italy should be scheduled for coordinated renovation within an effective time period.	To supplement the LIRA study of area housing rehab, the City's representatives have held discussions with the community and elected officials at all levels of government to advance a Participation Loan to sponsors of six buildings (58 dwelling units) on Prince and Elizabeth streets. The private share from lending institutions is expected to be about $368,000; the City's share of the mortgage will be approximately $675,000 (CD funds).[1, 2] Directly across from the six houses, an estimated 160 units of new housing are to be built on the cleared site formerly reserved for a combined project containing a new school (P.S. 21) and housing. HUD has approved Section 8 subsidies for the dwellings. A separate area of 20,000 square feet has been set aside for future school needs.[1]
	3	Abandonment of deteriorated houses--predominantly Old Law tenements--blights large areas of the Lower East Side.	DHPD has granted a non-profit group, Adopt-a-Building, $85,000 for a seal-up program covering 15 buildings. Also, the City has awarded the same group $250,000 under the CD-funded Community Management Program to rehabilitate and manage several City-owned tenements.

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lic/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: Manhattan 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Neighborhood Stabilization and Housing cont.	3	Community Management is hampered by two current problems: a. What criteria should be recognized for eligibility of buildings under the program? b. How can the application process for inclusion in the Community Management program be streamlined?	City officials, community leaders and elected officials have held meetings to discuss these administrative issues. Discussions are continuing.[3]
	3	Vacant, deteriorating Old Law buildings require substantial rehabilitation.	Three neighborhoods have been targeted by the City as suitable for a Section 8 Demonstration Rehabilitation Program in this community. FHA insurance will also be secured. HUD approves sponsors directly and assigns them to the three pre-selected neighborhoods.[1], [2]
	3	New construction for low-income families has been delayed, especially since the 1973 moratorium on federal housing funds.	Plans are advancing for construction of 495 units of public housing on the Campos Plaza Urban Renewal site, 14th Street and Avenue B. HUD has given preliminary approval to Section 8 reservations for Stage 1 (269 du's), June 1975, and for Stage 2 (226 du's), Sep. 1976. Final approval is expected soon.[1]

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lic/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: Manhattan 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Neighborhood Stabilization and Housing, cont.			
3. Encourage property owners to eliminate code violations and to improve maintenance.	3 12	To finance moderate or major rehabilitation, many owners of brownstones or other small multi-family housing need low-interest loans. Private lenders are reluctant to approve loans, especially without federal intervention.	The City has designated three areas in Manhattan and the Bronx for the federal 312 Demonstration Program through which 3% rehab loans are possible. Community non-profit sponsors have been working with owners and government to rehabilitate buildings. Plans are now going through Uniform Land Use Review Procedures (ULURP).[1, 2]
	12	Many buildings in this district have numerous code violations. Since this is a Neighborhood Preservation District, federal programs could assist in funding repairs and rehabilitation.	The City, operating through the Washington Heights Neighborhood Preservation Office of the Department of Housing Preservation and Development, works to identify buildings with high proportions of code violations. To bring about voluntary repair agreements, the City stimulates owners' interest in the Participation Loan Program.[1, 3] The Clearinghouse Banks have committed funds to a rehab loan pool for Washington Heights. A number of loans have been made and insured through the NYC Rehabilitation Mortgage Insurance Corporation (REMIC).

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lic/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: Manhattan 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Neighborhood Stabilization and Housing, cont. 4. Assist property owners in Historic Districts to undertake rehabilitation of houses.	9 10	The Third Year Community Development Program estimates that over one million units in New York City are suitable for rehabilitation. The promising areas for rehab of owner-occupied housing in Manhattan include three Landmark Preservation Districts: Hamilton Heights, St. Nicholas Park and Mount Morris Park.	Among the Community groups which have urged allocation of federal and city funds for upgrading housing are: Community Board 9, Convent Avenue Baptist Church, U-Hab and others. They have endorsed City approval of applications for Section 312 loans to finance rehab in the three Landmark Preservation Districts. Section 8 rent subsidies and CD funds for seal-up and demolition are also being explored.
5. Give priority to major rehabilitation of vacant, vandalized structures now threatening otherwise sound neighborhoods.	9 10	There are areas of stable housing, where ownership and tenancy have been continuous, which are now threatened by abandonment and deterioration. Owner-occupied brownstone houses need both moderate and substantial rehabilitation. Programs to facilitate moderate rehabilitation are still needed.	U-Hab is organizing tenants for Community Management and Sweat Equity cooperative rehab projects, based on findings from a study of W. 134th Street. The City (DPHD) is working with non-profit developers-- notably Harlem Urban Development Corporation-- to package groups of vacant buildings for renovation. Section 312 low interest loans will be obtained. Upon completion, the developers will sell the buildings to qualified purchasers for owner-occupancy plus rentals. Some 45 buildings are now being processed.

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lic/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: Manhattan 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Neighborhood Stabilization and Housing, cont. 6. Broaden the role of Community Boards in planning for housing and neighborhood stabilization.	7	The West Side Urban Renewal Area (one of the oldest in the City) still has nine uncompleted sites. Community Board 7 sought to take the initiative in stimulating development, partly to generate desired projects and partly to test the Board's new powers under the revised City Charter.	In January 1977 the City, represented by the Administrator of the Housing and Development Administration (its former name), invited the Community Board to propose alternative solutions for site development. The Board hired a planning consultant who devised a Developers' Package containing: 1) An extensive application for developers interested in constructing a project on one of the nine sites; 2) Criteria for evaluating the developers' proposals. The Community Board advertised widely in local newspapers, the Dodge Report and other media; the publicity attracted 42 developers who paid the fee for the Developers' Package. The deadline on responses is September 15. In the following two weeks, CB 7 plans to screen applications and select preferred developers. They will send this list as an advisory action to the Department of Housing Preservation and Development, which has the legal power to evaluate and designate the developer. HUD makes the decision on Section 8 approval.

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ic/private investment. [2]Official Actions (zoning, Commission actions) [3]Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: MANHATTAN 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
J. Transportation/Circulation			
1. Improve older people's mobility and access to community services by expanding public transportation.	9 10 11	In 26 poverty areas, only 21% of total elderly use Social Security offices; only 37.3% use hospital clinics; only 20% of eligible aged use Department of Welfare; and 2.9% attend senior centers. During 1960's community groups stimulated operation of 15 shuttle services in Harlem. Today only 3 operators remain. Travel problems bar elderly from services, shopping, recreation. Canaan Baptist Church and HARYOU ACT Community Corporation have urged government to study ways of reactivating bus service for the aged.	Joint study team has **received** UMTA grant: Upper Manhattan Development Office, Tri-State Regional Planning Commission and DCP/Transportation. Product of study: specification for scope and type of transit service to be furnished, projected demand, operating plan and budget for initiating service, steps to ensure self-sustaining operation.[3] Plan report due: January 1978. Will seek federal subsidies to initiate actual service.

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[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

Humanizing physical connections between subways and buildings or streets, to aid the handicapped and the general public. (Bib. 3)

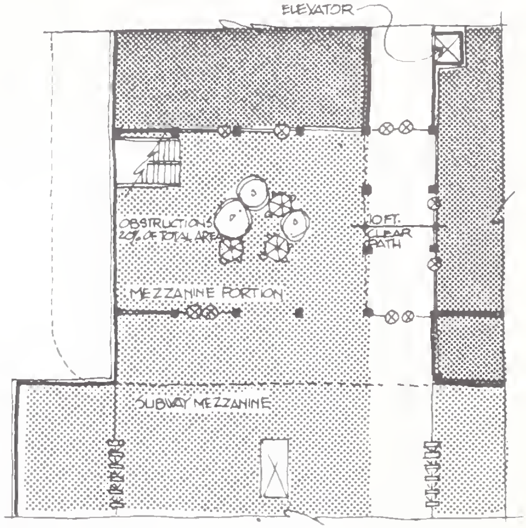

ELEVATOR
OBSTRUCTIONS 20% OF TOTAL AREA
10 FT. CLEAR PATH
MEZZANINE PORTION
SUBWAY MEZZANINE

fig. 35
A clear path at least 10 feet wide would be provided from the subway mezzanine to the building elevator.

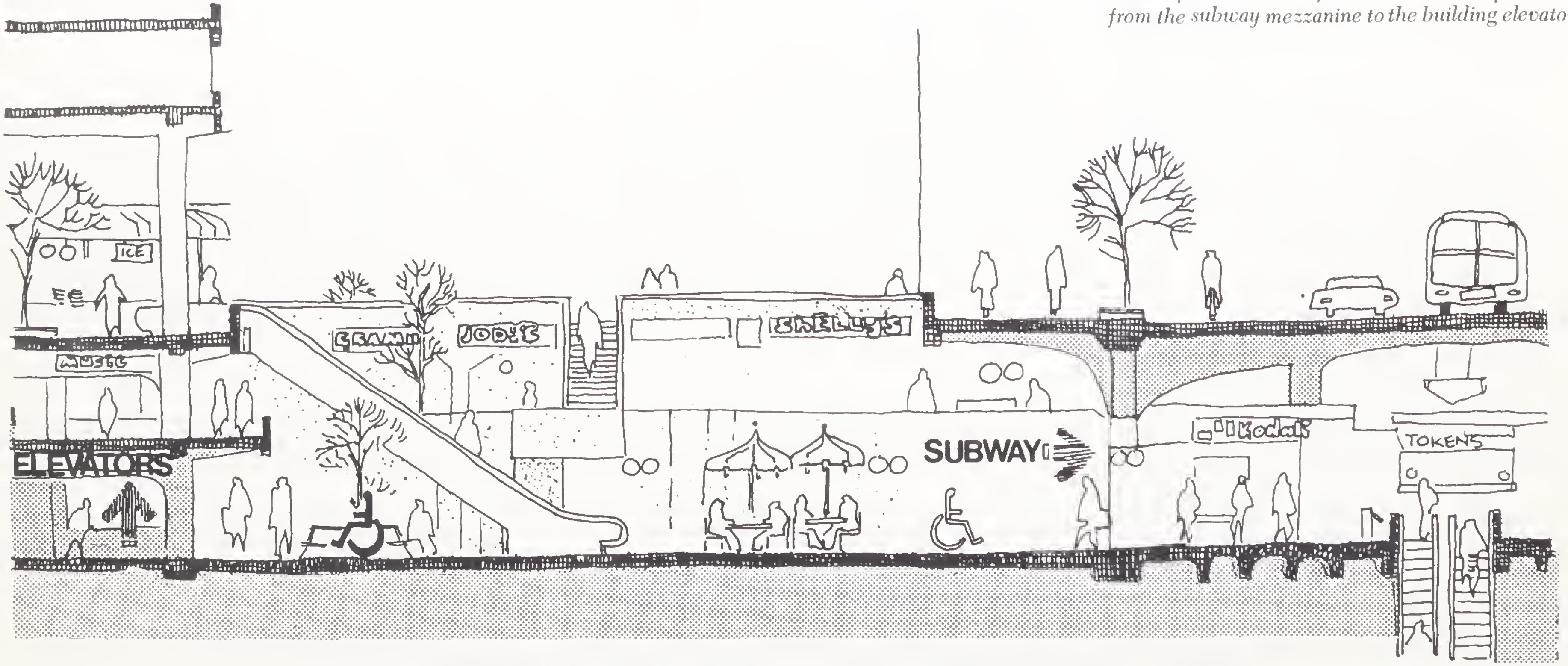
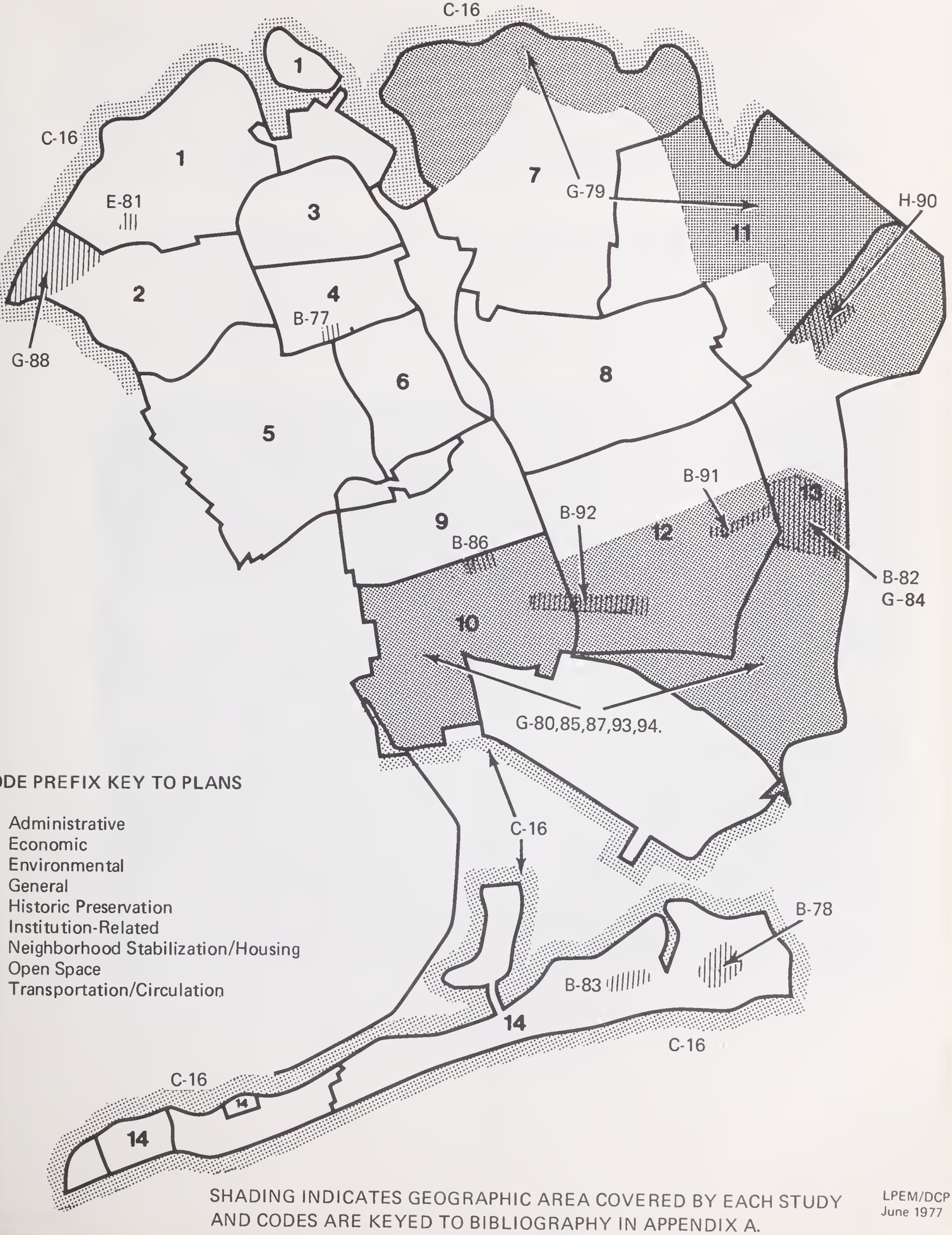

ICE
MUSIC
ELEVATORS
JODY'S
SHELLY'S
SUBWAY
Kodak
TOKENS

fig. 34 There would be easy access from the subway mezzanine to the building lobby.

QUEENS


C-16
1
C-16
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E-81
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G-88
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G-79
11
H-90
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B-86
B-91
B-92
12
13
B-82
G-84
10
G-80,85,87,93,94.
C-16
B-78
B-83
14
C-16
C-16
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14

CODE PREFIX KEY TO PLANS

A. Administrative
B. Economic
C. Environmental
D. General
E. Historic Preservation
F. Institution-Related
G. Neighborhood Stabilization/Housing
H. Open Space
J. Transportation/Circulation

SHADING INDICATES GEOGRAPHIC AREA COVERED BY EACH STUDY AND CODES ARE KEYED TO BIBLIOGRAPHY IN APPENDIX A.

LPEM/DCP
June 1977

Queens: Overview

The largest borough in land area (65,000 acres) and second only to Brooklyn in population (nearly 2 million people), Queens is ideally situated to serve as a transportation distribution center for domestic and international cargo movement. Its central location, convenient to the suburbs, the other boroughs and neighboring states, all linked by highways, plus its extensive land resources have made it attractive for warehousing operations for surface and air cargo storage and transfer. Two major airports, LaGuardia and Kennedy, have given it the nickname of "Gateway to the nation and the world".

At the same time, Queens functions comfortably as a borough of neighborhoods. People tend to identify their home bases as Kew Gardens or Laurelton, not as Queens, and local activism flourishes. Endowed richly with parkland, Queens has a national recreation area, Gateway National Area , beaches, and several outstanding parks that form an interrupted greenbelt stretching from the Brooklyn boundary in the southwest to Douglaston in the northeast. Included are Forest Park, a natural woodlands area of regional magnitude; Flushing Meadow, Clearview, Cunningham and Alley Pond parks; the latter is a tidal estuary with sensitive wetlands now threatened by development.

Major economic concentrations, which Tri-State Regional Planning Commission has incorporated into its maps and planning focus for the newly issued Regional Development Guide 1977-2000, include the following industrial centers: Long Island City-Hunterspoint, Maspeth-Newtown Creek, Jamaica, Flushing-College Point, retail centers are Flushing, Jamaica, Rego Park and Steinway-Astoria.

Strategies for Queens

Various treatments are being proposed for 11 retail centers in Queens under a coordinated program of commercial revitalization that combines physical and economic programs with strategies for strengthening the surrounding neighborhoods.

Far Rockaway, which is located in a C-4 zone, is an example of a smaller, once-thriving retail center now struggling to overcome serious problems of declining business, physical deterioration, crime and a changing social environment in the surrounding neighborhood. The City is currently working with merchants and citizens on a task force which is planning how to implement desired amenities for improving the functioning of the shopping spine. In other neighborhoods, recognizing that the total environment affects business stability and that decline of the retail center is often a first symptom of general deterioration, the City has adopted a dual approach: City Planning Department will focus on upgrading physical and economic conditions, while the Human Rights Commission will open field offices to organize tenants and landlords for such goals as better housing conditions, maintenance of housing quality, rehabilitation, better management and more efficient delivery of services. Two examples of this tandem approach are Merrick Boulevard in Laurelton and Jamaica Avenue in Richmond Hill.

Protecting jobs and enabling business to deal with problems that require public intervention are among the objectives of planning for industry. A major channel is the Queens Overall Economic Development Corporation, formed in 1976 at the initiative of the Borough President with the help of other City agencies, including City Planning. The group is taking advantage of a 1960's law which offered federal assistance to areas reporting more than six percent unemployment. The group is a forum for public-private interests, with members representing business, labor, Community Boards, government and other citizens. Among the major goals it has adopted to plan for industrial-revitalization are these:

1. Improving infra-structure, such as designing a truck street-system in industrial areas and seeking funding for drainage;
2. Improved service delivery;
3. New superblocks for In-place Industrial Parks.

Creedmoor, once a mental hospital, is becoming a 52-acre open space area with the restoration of a colonial farmhouse as its special amenity. A unique land-swap between the City and the State has been proposed to permit creation of this reserve and the development of Clay Pit Pond in Staten Island as a potential State park.

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: QUEENS

Policy Goals And Objectives	Community Districts																		Boro-Wide
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
A. Administrative (none)																			
B. Economic																			
*1. Encourage new development and the expansion of existing industrial and commercial land uses.		X			X							X							
2. Encourage development over or adjacent to railroad yards.	X	X																	
*3. Maintain and upgrade commercial shopping areas through selective physical improvements and economic incentives.	X	X		X	X		X		X	X		X	X	X					X
C. Environment																			
1. Prevent severe shoreline erosion.														X					
*2. Protect the community's health and safety from an inadequate sanitary and storm sewer network.			X							X	X	X	X						
D. General (none)																			
E. Historic Preservation																			
1. To protect those buildings in the community having historic landmark quality.							X												

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* High Priority

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: QUEENS

Policy Goals And Objectives	**Community Districts**																		Boro-Wide
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
F. Institution-Related																			
1. More effective utilization of underutilized city-owned facilities.						X		X											
2. To increase the higher education opportunities for Queens residents.												X							
G. Neighborhood Stabilization/Housing																			
*1. Preserve sound communities and neighborhood scale.			X	X	X	X	X	X	X				X	X					X
*2. Abate the early signs of deterioration in otherwise stable communities.			X	X				X		X		X		X					
3. Reverse the area's severely blighted conditions through a major package of housing, economic development, zoning and other actions.		X										X		X					
4. Maintain viable residential/industrial mixed use areas by minimizing their points of conflict.	X	X																	
5. Encourage residential development in selected large vacant tracts.	X		X																
6. Review large vacant tracts for appropriate new uses.							X												

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* High Priority

Summary of Borough Policy Goals and Objectives - 1977 -- by Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: QUEENS

Policy Goals And Objectives	Community Districts																		Boro-Wide
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
H. Open Space																			
1. Preserve open space where it has a significant intrinsic environmental, recreational and community value.							X				X		X						
J. Transportation/Circulation																			
1. Upgrade unimproved streets and those that are severely deteriorated.		X								X		X	X	X					
2. Improve parking and circulation conditions due to an expanding institution.													X						

* High Priority

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: QUEENS 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
B. Economic			
*1. Encourage new development and the expansion of existing industrial and commercial land uses.	2 and 5	Maspeth is a priority area for industrial development but has severe residential interface problems. There is substantial vacant land.	Boro Office is doing a Maspeth Industrial Study to be completed in early 1978. Prime focus is infra-structure including sewers, better truck routes and a series of street closings.[3]
	12	Elmhurst Dairy needs additional expansion space for a new product line. Areas adjacent consist mostly of auto junk yards, with low job density uses.	City through a $800,000 CD-III grant is to acquire and demolish adjacent area for plan expansion. 400 new jobs will be created when facility is built.[1]
	12	Part of the Jamaica Center I which could readily be developed as an office complex if the degrading influence of the Jamaica El were removed.	City has applied for $655,000 in CD-III for Jamaica El Demolition and is expected to start late this year. Private office development is expected to start after that.[1]

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[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: QUEENS 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Economic (cont'd.)			
2. Encourage development over or adjacent to railroad yards when the market can justify it.	2	The 300 acre Sunnyside railroad yard is still active but declining in use. Presents a potential development opportunity alongside and over the tracks. Air rights construction is presently too expensive.	Fronton (jai-jalai) proposal is under study by a private group for adjacent to the tracks. N.Y. State legislation is now being drafted which would permit betting in this sports event. [1], [2], [3]
*3. Maintain and upgrade commercial shopping areas through selective physical improvements and economic incentives.	4 and 6	The central section of Queens Blvd. is a burgeoning commercial area having severe traffic congestion and poor traffic patterns to off street parking sites. Conflict between the two Community Boards as to its further commercial development. The peripheral areas of Queens Blvd. are under developed and have predominately automobile related uses (sales, repair, ...). C.P.C. wants these uses to expand while both communities prefer office development and see auto-uses adding to traffic congestion.	Boro Office presently doesn't anticipate studying the central section but the communities are pressuring for an office development study for the peripheral sections. The Boro Office sees no market potential for other than existing uses for the near future.[3]

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[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: QUEENS 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Economic (cont'd.)			
	6	The Austin Street commercial area has severe vehicular circulation and parking problems.	A traffic management study is needed but to date the Boro Office has not committed itself in doing it, due to the lack of staff.[3]
	7	Downtown Flushing is a major Borowide commercial center. It has been declining over the years mainly due to an inefficient mass transit service; traffic circulation and parking problems and the area's unattractiveness.	An area-wide bus study is being proposed to be done jointly by Depts. of Traffic and City Planning. The Downtown Flushing Revitalization Study is in its first draft stage. A local development corporation is being set-up around the Community Board's Flushing Task Force.[3]

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[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: QUEENS 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Economic (cont'd.)			
	9	The one mile long commercial section of Jamaica Avenue in Richmond Hill has been declining. Of the 300 stores about 12% are vacant, poor delivery of municipal services (sanitation, police protection,...). Approximately 80% of the shoppers walk here from the adjacent neighborhood.	The Boro Office and the former Office of Neighborhood Services jointly developed a Jamaica Avenue Revitalization Program. The result of this effort has been the reactivation of the Richmond Hill Chamber of Commerce and a CD III grant of $300,000 for painting the Jamaica El, improve street lighting, street furniture and other pedestrian safety and amenities. [1, 3]
	10 & 12	The Rockaway Boulevard commercial corridor suffers from structural deterioration, inadequate building maintenance, incompatible land uses, vacant and untidy lots, inadequate off-street parking and loading facilities and traffic congestion.	A plan for Rockaway Boulevard Corridor Commercial Revitalization has been completed. Implementation of recommendations are pending due to the lack of funds.[2]

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[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: QUEENS 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Economic (cont'd.)			
	14	This Far Rockaway shopping area has had a growing number of vacant stores, deteriorated and boarded up buildings and has contributed to the spread of blight in the surrounding area.	Major street and parking improvements together with vital pedestrian walkways and amenities funded through CD I, II and III have been very influential in attracting both merchants and shoppers back to this area. Also applying for Neighborhood Stabilization Area designation and has $75,000 in CD III for its start-up.[1]
	14	Beach 116th Street commercial strip in Rockaway Park is the community's local shopping area and a prime focus for subway beach users. It has problems of inadequate parking, incompatible land uses, which tend to deteriorate the area.	Hunter University's Graduate School of Urban Planning is assisting the Boro Office and the Beach 116th Street Revitalization Committee in developing a plan for the area.[3]

Public/private Investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: QUEENS 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
C. Environment			
1. Prevent severe shoreline erosion.	14	The entire Rockaway beachfront has been eroding through natural tidal action. The Neponsit-Belle Harbor section is the last stage of the Army Corps of Engineers shore protection program.	The City has allocated its share (P-379) in the 1977 Capital Budget to complete this jointly funded Federal, State and City program.[1]
*2. Protect the community's health and safety from an inadequate sanitary and storm sewer network.	10	South Ozone Park's inadequate storm sewer network results in frequent street flooding, back-ups and damages to private property.	Dept. of Water Resources is starting the construction phase of the $20 million Bergen Basin Sewer project to relieve this problem. First stage ($4 million) is funded through a Public Works grant. The other stages timing and funding sources are yet uncertain.1

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[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

Borough: QUEENS 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Environment (cont'd.)			
	10, 12 and 13	J.F.K. Airport related noise is a constant blight to these adjacent communities and the inaction by public/semi-public agencies to abate it to tolerable levels has developed increased resentment and local action.	To assure full compliance with existing aircraft noise criteria, these communities have constantly monitored N.Y./N.J. Port Authority's monitoring and enforcement practices, as well as held actions that dramatize their concern about this issue.[3]
	11	The entire 54 home area in Doug Bay was built with septic tanks that now fail to operate properly and numerous health code violations have been issued. Community is split as to the development impact of installing sanitary sewers.	Dept. of Water Resources is to start building a sanitary sewer (SE-339) using a Public Works grant and a pumping station using CD III money.[1]

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[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: QUEENS 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Environment (cont'd.)			
	12	Wide-spread lack of storm sewers and the inadequacy of the existing partial network. Problem is particularly severe during sustained rainfall - flooding roads, basements, and having frequent backups.	Department of Water Resources has completed a drainage plan in 1976 for the entire south east Queens area (the Kaisner Study) about $4 million in CD III for building various laterals, but no funds are available for SE-210 ($30 million), the major trunk sewer. Designs for stage 1 have been completed but the needed $6 million for construction is unavailable.[1,2]
D. General			

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[1] Public/private Investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: QUEENS 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
E. Historic Preservation			
1. To protect those buildings in the community having historic landmark quality.	7	Queens' historic landmarks have been largely overlooked. College Point has numerous buildings, churches, etc., which could be eligible for such preservation.	The Boro Office and members of the Community Board agree that this area should have a landmarks designation. Further action is pending a larger community support.[3]
F. Institution-Related			
1. More effective utilization of under-utilized city-owned community facilities.	8	Changing population patterns and ages have reduced school enrollments below that which these facilities were designed for.	This is becoming a city-wide problem and is recommended as a future issue to be studied by the Department of City Planning.[3]
2. To increase the higher education opportunities for Queens residents.	12	York College Urban renewal area site has been acquired and cleared. Two issues remain: Board of Higher Education is attempting to reorientate this from a planned 4-year to a 2-year college and the N.Y.S. Dormitory Authority is having difficulty floating construction bonds.	The Queens communities pressuring for a 4-year college. Waiting for an improved bond market.[1]

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[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: QUEENS 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
G. Neighborhood Stabilization/ Housing			
1. Preserve sound communities and neighborhood scale.	3	East Elmhurst is a low density middle income black community where red-lining is suspected to be starting. La Guardia airport's expanding ancillary services (hotels, ...) are degrading the residential character of this community. A 12-acre vacant area having some unique natural features would not be saved under the existing zoning.	The city-wide zoning study will attempt to resolve these land use issues.[2]
	3	Jackson Heights is a high density sound residential area having very little open space. Some racial transition is now taking place. Community fears that blight from Corona will spread here.	The city-wide zoning study will address this issue. Rehabilitation of Corona Urban Renewal Area's deteriorated housing is essential to stop blight from spreading.[1,2]
	6	Forest Hills Gardens is a planned community which works well. The area is zoned R3-2 and has many non-conforming uses, and has no protection under the existing zoning.	As part of the city-wide zoning study, going to explore techniques for preserving this area's planned diverse character.[2]

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[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: QUEENS 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Neighborhood Stabilization/ Housing (cont'd.)	7	Bay Terrace is basically a 2 - 3 story residential community wanting to remain at this scale. The presently zoned C4-2 areas enable developers, by right, to build much taller residential structures that would be incompatible with the surrounding area.	Will be proposing new guidelines for resolving these land use scale conflicts in the city-wide zoning study. One such proposal is to remove the residential equivalency in C4-2 zones, to prevent future development of high rise.[2]
	8	Fresh Meadows was built in 1949 as a very large planned medium density garden apartment complex. Its distinct character and compatible land uses need to be preserved from future redevelopment.	C.P.C. approved the designation of Fresh Meadows as a Planned Community Preservation District.[2]
	14	The Breezy Point Cooperative will be entirely surrounded by the Gateway National Recreational area when they purchase the cooperative beachfront. Insulating this sound viable community from the projected large volume of vehicular and pedestrian traffic is critical. The cooperative would like to build 100 more new homes but does not have sanitary services to handle the existing or planned expansion.	Borough office maintains that a small expansion would be acceptable if it is similar to existing scale. Gateway and the cooperative are presently working out land transfer and other development issues jointly.[3]

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[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: QUEENS 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Neighborhood Stabilization/ Housing (cont'd.)			
	Boro-wide	There is an increasing number of illegal residential conversions of 1- and 2-family houses to higher densities due partly to off-set the rising costs of home-ownerships. The impact has been to add to on-street parking congestions, sewer load and a "negative" effect on the existing neighborhood character.	State Senator William Gazzara is sponsoring a bill which would amend the New York State Multiple-Dwelling Law, permitting such conversions in R3-2 zones.[2]
	Boro-wide	Queens has the largest proportion of elderly population, many who still own single family houses. Maintenance of these homes are being neglected due to the rising costs while being on fixed income.	City is assisting through various social services programs (nutrition, ...) no strategy has yet to be developed to address this housing problem.[1,3]
	5	Lower Ridgewood has a compatible mix of residential and manufacturing (knitting industry). Neighborhood decline is starting, spreading from Bushwick (Brooklyn CD-4). Myrtle Avenue commercial area is also showing signs of deterioration.	To intensify the Neighborhood Preservation Program in Bushwick. Boro Office is attempting to bring these two communities together to solve their interrelated problems. Also starting a Myrtle Avenue Commercial Revitalization study. Will propose a mixed use zone for this community.[1,3]

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[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office. Community Board

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: QUEENS 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Neighborhood Stabilization/ Housing (cont'd.)			
2. Abate the early signs of deterioration in otherwise stable communities.	4	Lefrak City is now having a high turnover of tenants. Some deterioration is starting in the complex and the surrounding area.	Is designated as a Neighborhood Stabilization area and has been allocated CD III funds.[1]
	8	Large number of garden apartments built during 1940-150 period are showing signs of deterioration.	Kew Gardens Hills Garden Apartments, about 1200 units is being targeted as a pilot rehabilitation project by the City's H.D.A. and private owners. A package of tax abatement and City sponsored rehabilitation is being proposed.[1,2]

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[1] Public/private Investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: QUEENS 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Neighborhood Stabilization/ Housing (cont'd.)	10 & 12	South Ozone Park is undergoing a gradual racial change. Many single family houses are vacant due to FHA mortgage foreclosures.	Both the City and HUD initiated a pilot Urban Homesteading program in 36 homes. 312 low interest loans are available for rehabilitation over $10,000.[1]
	14	Broad Channel has a variety of serious problems including no sewer system, streets that are developed are not as mapped, and many substandard houses. The City owns the land and has issued 5 year leases to residents.	The City has attempted many times to establish a policy for this area and as of yet has not formulated one which could guide the necessary major capital improvements.[3]
	3	City designated Corona as an urban renewal area but there are questions about environmental impact which need resolution.	Limited city housing funds have not kept up with the area's needs. Boro Office is exploring the use of in-fill housing for the cleared sites.[3] HDA is also actively involved.
3. Reverse the area's severely blighted conditions through a major package of housing, economic development, zoning and other actions.	12	Redevelopment of the South Jamaica Urban Renewal has been stalled due to HUD's moratorium.	12 sites have been approved by Bd. of Estimate; City acquired 5, and 4 are ready for construction (3 residential and 1 institutional - Queens Society for the Prevention of Cruelty to Children). The remaining sites need a Federal City Strategy which is being formulated.[1,2]

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[1] Public/private Investment

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: QUEENS 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Neighborhood Stabilization/ Housing (cont'd.)			
	14	Hammels, Arverne, and Edgemere are the lowest income area on the Rockaways. It has about 300 acres of urban renewal area that has been been razed but only a very small portion has been built due to the lack of renewal funds.	Various proposals have been put forward for alternative uses of this vacant site including for casino gambling, 1- and 2-family residential development, and commercial recreation. To date none have materialized.[3]
4. Maintain viable residential/industrial mixed use areas by minimizing their points of conflict.	1	The area consists of a mix of light/medium industry and residential land uses. Truck traffic is on most all streets, and the present zoning pattern has encouraged red-lining and discouraged expansion of compatible though non-conforming land uses.	This will be part of the city-wide zoning study. A mixed use zone is one of the solutions to be explored.[2]
5. Encourage residential development in selected large vacant tracts.	1	There are large vacant sites (3-16 acres) many that are along the East River with good skyline views of Manhattan.	The office with other city agencies has been attempting to attract developers here, but the high private mortgage market has continually dampened any prospects.[3]

Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: QUEENS 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Neighborhood Stabilization/ Housing (cont'd.)			
Review large tracts for appropriate new uses.	7	A 28-1/2 acre vacant site in Bay Terrace is presently zoned M1-1 (industrial) which is no longer a viable use. The owner is requesting a zoning change to a residential density much higher than the surrounding R3-2. The community lacks recreation space.	Will be proposing new guidelines for developing vacant land in these types of areas during city zoning study.[2]

Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: QUEENS 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
H. Open Space			
1. Preserve open space where it has a significant intrinsic environmental, recreational and community value.	11	Douglaston community has long advocated the retention of two sites presently zoned R1-2 as open space (12 acres next to Northern Blvd., and 8.4 acres adjacent to Alley Pond Park). There is strong development pressure for both sites but need zoning variances for the intended uses. C.P.C. wanted to map the site adjacent to Alley Pond Park as parkland, but site acquisition money was withdrawn from the Capital Budget due to the fiscal crisis.	Both sites are presently in limbo. Borough Office is exploring how to preserve most of the open space while allowing some development to occur.[3]
	13	The 52 acre former Creedmoor Hospital site is being declared as State surplus land.	The City has developed a plan for this site and is being acquired through a land swap with New York State (Clay Pit Pond Park in Staten Island). 40 acres are to be as horticulture research for Queens College and Board of Education, and 12 acres for community recreation. An 18th Century farm house is designated as a historic landmark.[2]

Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: QUEENS 1976 - 1977

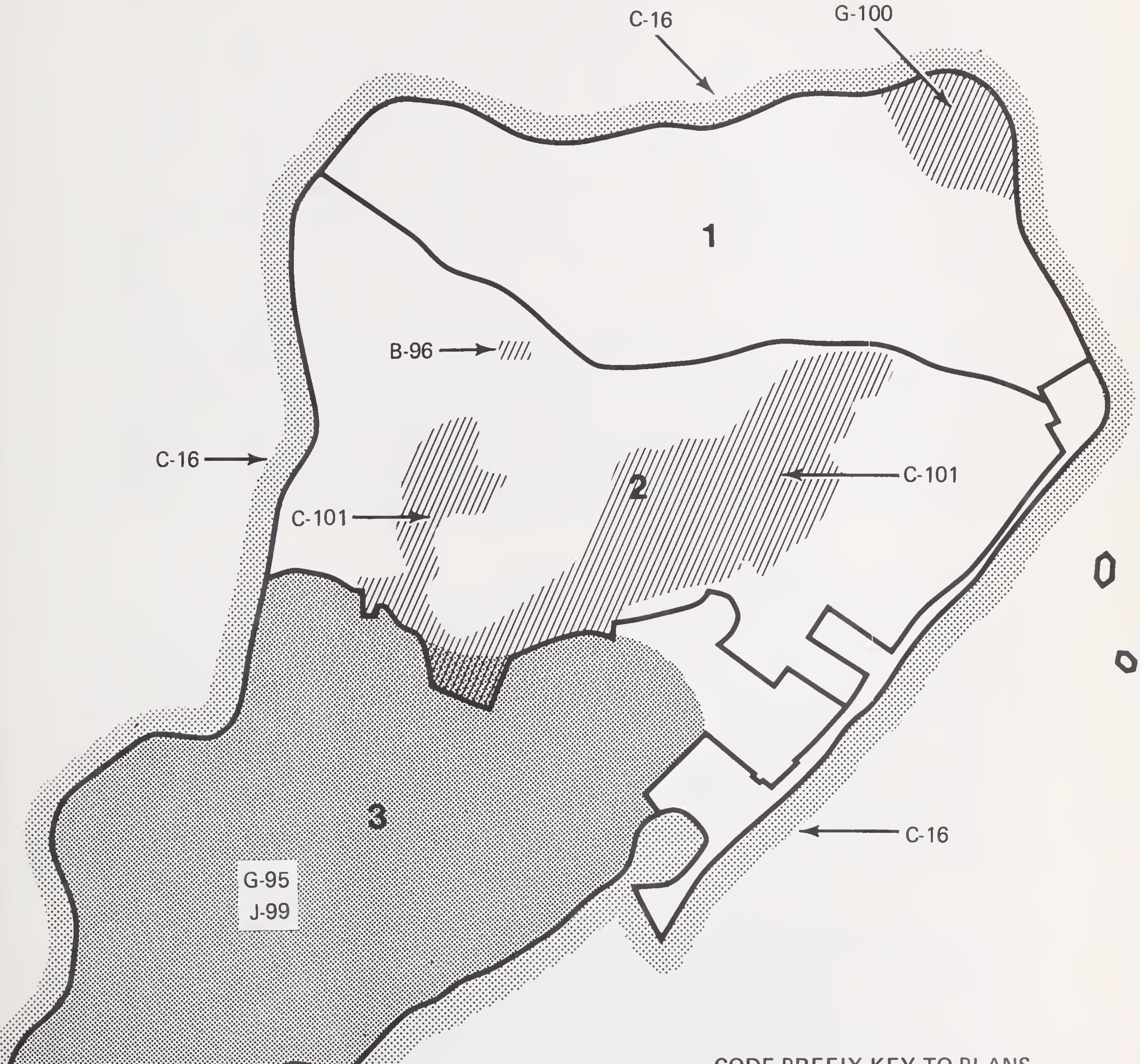
POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
J. Transportation/ Circulation			
1. To upgrade unimproved streets and those that are severely deteriorated.	10	Ozone Park has major street related problems including many that are below grade, unimproved and poor storm water drainage.	The Dept. of Highways is proposing a $6.8 million (HW-176) program which is nearing design completion. Source of funds and timing is presently uncertain.[1]
	14	Beach Channel Drive which is the main road through Neponsit, Bell Harbor and Rockaway Park is severely deteriorated.	The City has allocated $1.8 million (HW-217) in its 1977 Capital Budget for its reconstruction.[1]
2. Improve parking and circulation conditions due to an expanding institution.	13	The Long Island Jewish Hospital is expanding and has created increased traffic congestion and parking problems.	Borough Office is presently reviewing street mapping issues and sites for additional parking.[3]

Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

STATEN ISLAND


C-16
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CODE PREFIX KEY TO PLANS

A. Administrative
B. Economic
C. Environmental
D. General
E. Historic Preservation
F. Institution-Related
G. Neighborhood Stabilization/Housing
H. Open Space
J. Transportation/Circulation

SHADING INDICATES GEOGRAPHIC AREA COVERED BY EACH STUDY AND CODES ARE KEYED TO BIBLIOGRAPHY IN APPENDIX A.

LPEM/DCP
June 1977

Staten Island: Overview

Staten Island has been the subject of intense concern by New York City policy-makers since 1967, when they opened the first of the decentralized borough offices of the Department of City Planning there. The desire was to bring people into the planning process from the earliest stage -- a once-revolutionary concept -- and Staten Island seemed New York's most promising sector because of its beautiful, extensive land resources. Today this borough of 300,000 people is still a unique, changing asset, whose attraction to home-owners and builders matches its appeal to environmentalists. Local residents and City officials, aware more than ever of the valuable and fragile characteristics of the borough, are determined to implement policies and plans that will protect these qualities. Not only the hilly topography, the sensitive wetlands and rich plant life, but also the system of small towns which structure the island's social life are part of Staten Island's charm.

In 1976 forty percent of all New York City building permits were issued for Staten Island, even though the Island has only four percent of the City's population. Recent population projects suggest that the Island's population will increase by over 80 percent by the end of the century; up from an estimated 328,000 in 1975 to a projected 596,000 in the year 2000. Of its total land area of 37,000 acres, about one-third of Staten Island is vacant or unimproved (12,000 acres). Problems of balancing development pressures against ecological protection measures are more dramatic in this borough than in most other areas, because of this substantial land resource.

Strategies for Staten Island

The South Richmond Zoning District was designed to channel and coordinate growth in an area whose natural beauty continues to attract people. Similarly, the Natural Features district seeks to protect widely recognized ecological resources that are subject to growth pressure. Working experience with these zoning provisions has led the Department of City Planning to undertake an updating to expand the concepts of these laws. At the same time, the work will be integrated with major transportation and commercial revitalization. What makes these efforts particularly difficult is that the work must be overlaid on existing historical and physical patterns. Further, the needs are growing more urgent in a period when extreme fiscal shortages have cut off funding for construction of vitally needed infra-structure, especially drainage and a street grid.

Among the strategies and controls now being evaluated and updated are these: the Natural Area and South Richmond Zoning Districts; the Large-Scale and Planned Unit Development Options; the State Freshwater, Tidal Wetlands and State Environmental Quality Review acts; local applications of environmental analysis programs such as Section "208" of the Federal Water Pollution Control Act and Coastal Zone Management Act. To preserve open space and the integrity of the environment, the City is studying the Designated Open Space Network in the South Richmond special district from the view of applying it to the second phase of remapping the streets of that district and the possibility of extending it to the whole island.

To bolster jobs, commerce and circulation on the island, the City is studying means of upgrading the mass transit network. Also, the new West Shore Expressway will impact on density and access, thus necessitating zoning controls to deal with expected development pressure and increase in land values. To encourage industrial development of City-owned land, the third-year Community Development program has recommended funding sewers for the Staten Island Industrial Park.

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: STATEN ISLAND

Policy Goals And Objectives	Community Districts																		Boro-Wide
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
A. Administrative																			
*1. Refine administration of Special South Richmond Development District, to reduce cumbersome restrictions.	X		X																
2. Increase flexibility of administration under the South Richmond Development District provisions covering school space a builder must contribute.			X																
3. Use only existing land use controls -- zoning, mapping, capital budgeting, other legislation -- to guide development. Avoid expansion of powers, such as creation of independent development corporation, which would foster greater development and growth than residents desire.	X	X	X																X
4. Amend New York City's Administrative Code to ease burdensome procedures for arranging land swaps, prescribed in the South Richmond zoning text for assembling the open space network.	X	X	X																X
5. Fine-tune zoning to reflect actual land use more accurately. Apply staff-created Land Use Data Base and Mapping Systems for computer analyses, as part of administrative review of development applications.	X	X	X																X

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* High Priority

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: STATEN ISLAND

Policy Goals And Objectives	Community Districts																		Boro-wide
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
Administrative (cont'd.)																			
*6. Develop criteria, standards and controls for city-owned land to guide decisions on the sale, lease or retention of the parcels. Relate land-management policies to city-wide as well as borough policies.	X	X	X																X
*7. Coordinate policies and practices of Buildings Dept., DRE, Tax Assessment bureau and City Planning on sell-off of city properties.																			X
8. Integrate New York State laws on wetlands protection into local ordinances. Ensure compatibility of site selections to implement borough, city, state and national policies on wetlands regulation.																			X

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* High Priority

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: STATEN ISLAND

Policy Goals And Objectives	Community Districts																		Boro-Wide
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
B. Economic																			
*1. Resolve conflicts over wetlands now zoned for industrial development and environmental goals.	X	X																	
2. Revitalize the Stapleton shopping strip as a neighborhood commercial center.	X																		
3. Beautify Tappan Park, the open space around which the Stapleton shops are sited, as part of the commercial revitalization program	X																		
4. Minimize the conflict between stores and factories in Stapleton, which generates traffic conflicts between trucks and pedestrians, air pollution and industrial odors.	X																		
5. Rejuvenate the Jersey Street commercial strip, as part of planning for neighborhood stabilization.	X																		
*6. Develop a marketing policy to sell Staten Island as one sector of New York City attractive for industry.		X																	X
7. Reinforce commercial centers adjacent to stations of the SIRT. Complementary efforts should discourage the further proliferation of small neighborhood shopping strips, which are not economically viable now.		X																	

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* High Priority

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: STATEN ISLAND

Policy Goals And Objectives	Community Districts																		BORO-WIDE
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
C. Environment																			
1. Discourage land-fill operations in Raritan Bay as a means of creating new construction sites.		X	X																
*2. Limit shore-line development in Raritan Bay to parks development, wetlands preservation and hurricane protection.		X	X																
*3. Protect ponds and all other freshwater wetlands. Discourage development around ponds to protect ecologic balance.	X	X	X																
4. Implement comprehensive drainage plan for South Richmond to permit realization of development. Authorize Special Sewer District to maintain over-view of needs and construction related to SRD zoning.			X																
5. Prevent flooding in Dongan Hills area of coastline.		X																	
6. Upgrade the sophistication of such planning tools as the on-going inventory of plant colonies (DCP/LPEM), to permit more precise application of zoning provisions to analysis of development proposals within Special Natural Areas District 1.		X																	X
7. Analyze natural features in areas related to major institutions which are slated for closing and recycling. For example, Seaview Hospital and Willowbrook Hospital, whose extensive properties will raise important questions of land use.		X																	

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* High Priority

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: STATEN ISLAND

Policy Goals And Objectives	Community Districts																		Boro-Wide
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
Environment (cont'd.)																			
*8. Work closely with State En/Con for protection of freshwater wetlands, especially during moratorium period.		X	X																X
9. Protect community against environmental hazards, such as manufacture and/or storage of dangerous gases.			X																
10. Prevent sludge dumping in Raritan Bay.			X																
*11. Persuade State to designate Clay Pit Pond as a State park or sensitive environmental area.			X																
*12. Utilize the open spaces and water courses as integral parts of the built drainage system (storm and sanitary sewage lines).	X	X	X																X
*13. Install trunk lines in major development areas, as part of comprehensive plan.																			X

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* High Priority

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: STATEN ISLAND

Policy Goals And Objectives	Community Districts																		Boro-Wide
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
D. General																			
*1. Develop over-all plan for managing the development potential, protecting the natural features and reducing the conflicts among community, developers and environmentalists in the area of South Richmond.																			X
*2. Coordinate construction of infra-structure and support services with that of housing projected in the South Richmond Plan.			X																
3. Maintain the present zoning limitation on population increase, which sets a ceiling of 300,000, for South Richmond.																			X
4. Extend the concepts and controls of South Richmond Special District to all of S.I.	X	X																	
*5. Protect semi-rural character of Staten Island, including narrow streets, hillside views, wooded tracts.	X	X	X																
6. Broaden public sensitivity to ecological issues and understanding of protective actions.		X																	
7. Explore channels for funding school construction beyond Capital Budget. South Richmond Development District requires certification of adequate space before approval of housing construction.			X																

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* High Priority

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: STATEN ISLAND

Policy Goals And Objectives	Community Districts																		
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	BORO-WIDE
F. Institution-Related																			
1. Prevent institutions from over-building in hilly areas of Staten Island, changing topography and blocking view corridors to the harbor.	X																		
2. Analyze land-use of present institutions which are under-utilized or obsolete, as basis for recommending more appropriate uses.	X																		

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* High Priority

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: STATEN ISLAND

Policy Goals And Objectives	Community Districts																		Boro-wide
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
G. Neighborhood Stability and Housing																			
1. In area of severe social problems, expand recreation facilities and programs for teen-agers; upgrade housing through rehabilitation; revitalize commercial operations on Jersey Street.	X																		
*2. Encourage the St. George plan for new housing on the waterfront related to supplementary amenities.	X																		
3. Extend the Community School concept for two purposes: opening up new space for needed recreation, health, cultural and other community services; reducing costs of leasing space in private buildings for municipal programs and bureaus, through consolidation in school plants.	X	X	X																
4. Exploit the potential of the North Shore as an attractive, integrated and stable neighborhood, offering both a mature housing stock and vacant land with existing infra-structure.	X																		

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* High Priority

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: STATEN ISLAND

Policy Goals And Objectives	Community Districts																		BORO-WIDE
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
J. Transportation/Circulation																			
*1. Develop an over-all plan of vehicular and pedestrian circulation to serve the plan for South Richmond development.	X		X																
*2. Ensure compatibility between the transportation plan for South Richmond and the broad policy goals of the City towards public transportation, energy conservation, local resources, air quality.	X	X	X																X
*3. Coordinate transportation planning in South Richmond with regional goals as described in Tri-State RPC's publication, "Maintaining Mobility."	X	X	X																X
4. Utilize SIRT and other deserted rights-of-way for bus transportation, linking the Island with Bayonne and Manhattan, as one possibility.	X																		X
5. Improve operating capabilities of SIRT by transferring it from MTA to jurisdiction of NYCTA. Upgrade passenger service.	X	X																	
6. Improve bus service for North Staten Island, as part of upgrading of overall transit.	X																		
*7. Provide access routes to Gateway National Park having minimal impact on residential neighborhoods.	X	X	X																
8. Encourage water-borne transportation access to Gateway National Park.		X	X																

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* High Priority

Summary of Borough Policy Goals And Objectives - 1977 -- By Community District

Assisted and Non-Assisted Activities, 701 Comprehensive Planning Assistance

Borough: STATEN ISLAND

Policy Goals And Objectives	Community Districts																		BORO-WIDE
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
H. Open Space																			
1. Because "Staten Island has the least per capita public open space of all New York's boroughs," expand the open space network provisions of South Richmond to whole island.																			X
2. Fine-tune provisions for open space network in South Richmond as a means of implementing plan while avoiding legal challenge.			X																
*3. Conceptualize, design, map and devise land use controls for an open space network to serve as the focus of development of South Richmond.			X																
*4. Devise protective measures for such valuable open spaces as Clay Pit Pond, Lemon Creek, Annadale Woods and the beachfront of Staten Island.		X	X																
5. Expand park areas. Prevent realignment of existing park boundaries.			X																
6. Identify and protect green areas as amenity for encouraging residential development.	X	X	X																

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* High Priority

* High Priority

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: STATEN ISLAND 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
A. Administrative			
1. Develop criteria, standards and controls for city-owned land to guide decisions on the sale, lease or retention of the parcels. Relate land-management policies to city-wide as well as borough policies.	All	Long-range planning is jeopardized by City's practice of auctioning real property to raise cash, without reference to planning goals for an area. Coordinating planning goals with the city's fiscal needs is an urgent requirement, if long-term policies are to be implemented.	Borough Office, in cooperation with other sections of DCP, has been inventorying land use. An extended survey, in cooperation with Department of Real Estate, has been proposed. Computer analysis will be possible through newly devised "Land Use Data Base and Mapping Systems" developed by staff planners. Obtain funds for extended survey through Sec. 701.[3]
2. Refine administration of Sp'l. South Richmond Development District by amending zoning, to reduce cumbersome restrictions.	3	Since its adoption in 1975, the South Richmond Development District has regulated development through strict criteria and standards for land use. Among these: coordination of services with new housing units, especially certification of adequate school space as condition for building permit; landscaping requirements, topographic controls, open space network, height limits and existing infra-structure (streets, sewers). Slow processing is a complaint of builders. Plan anticipates five-fold population increase from 76,000 to 300,000, by year 2000, for South Richmond.	In response to directives from Deputy Mayor's Office, Borough Office and General Counsel of DCP are reviewing provisions of SRDD zoning in effort to short-cut bureaucratic procedures. Text amendments will be prepared during 1977.[2], [3]. Since capital funding is lacking, Borough Office, Board of Education, DCP General Counsel, Community Board are negotiating with builder to build school, obtain

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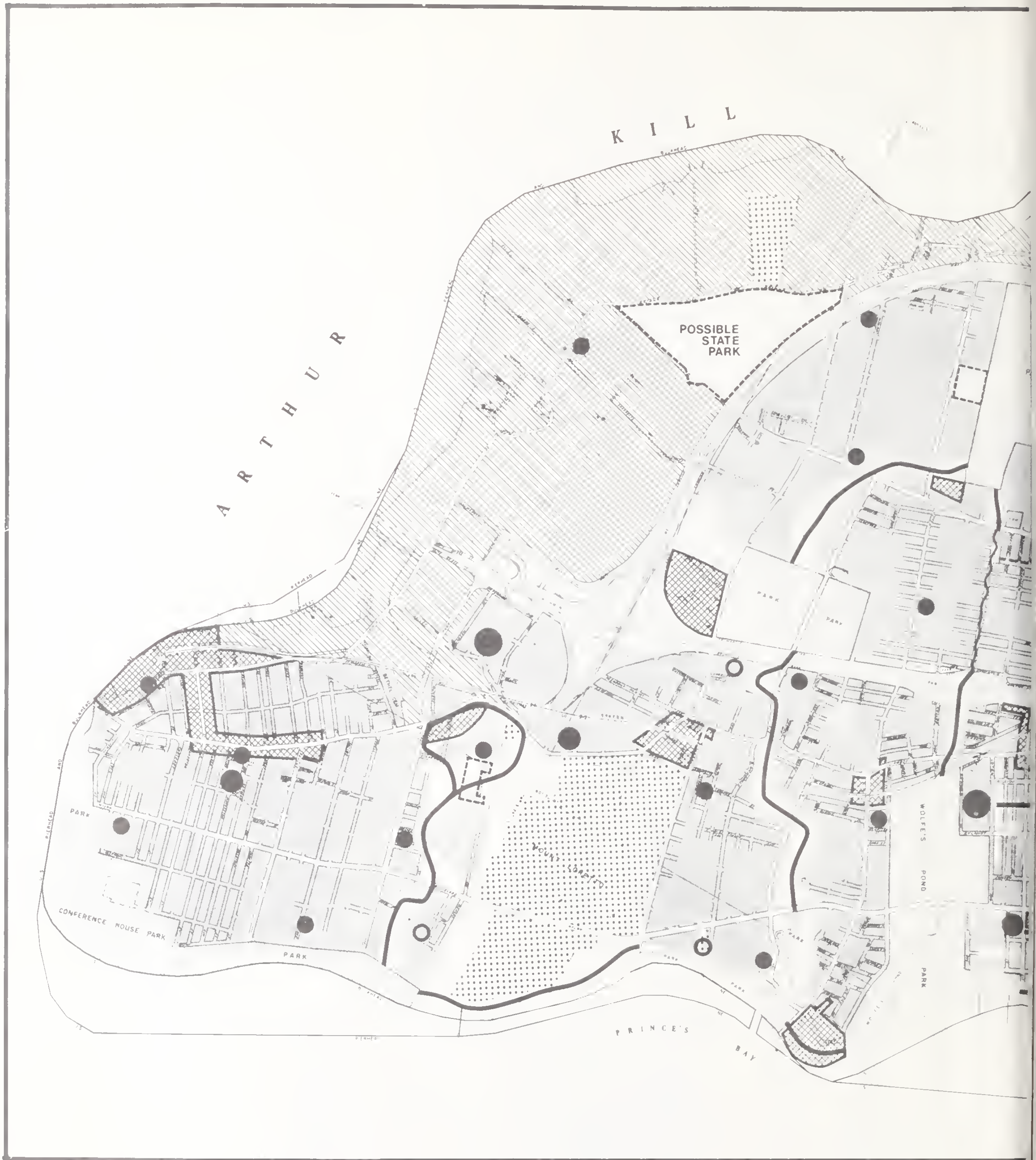
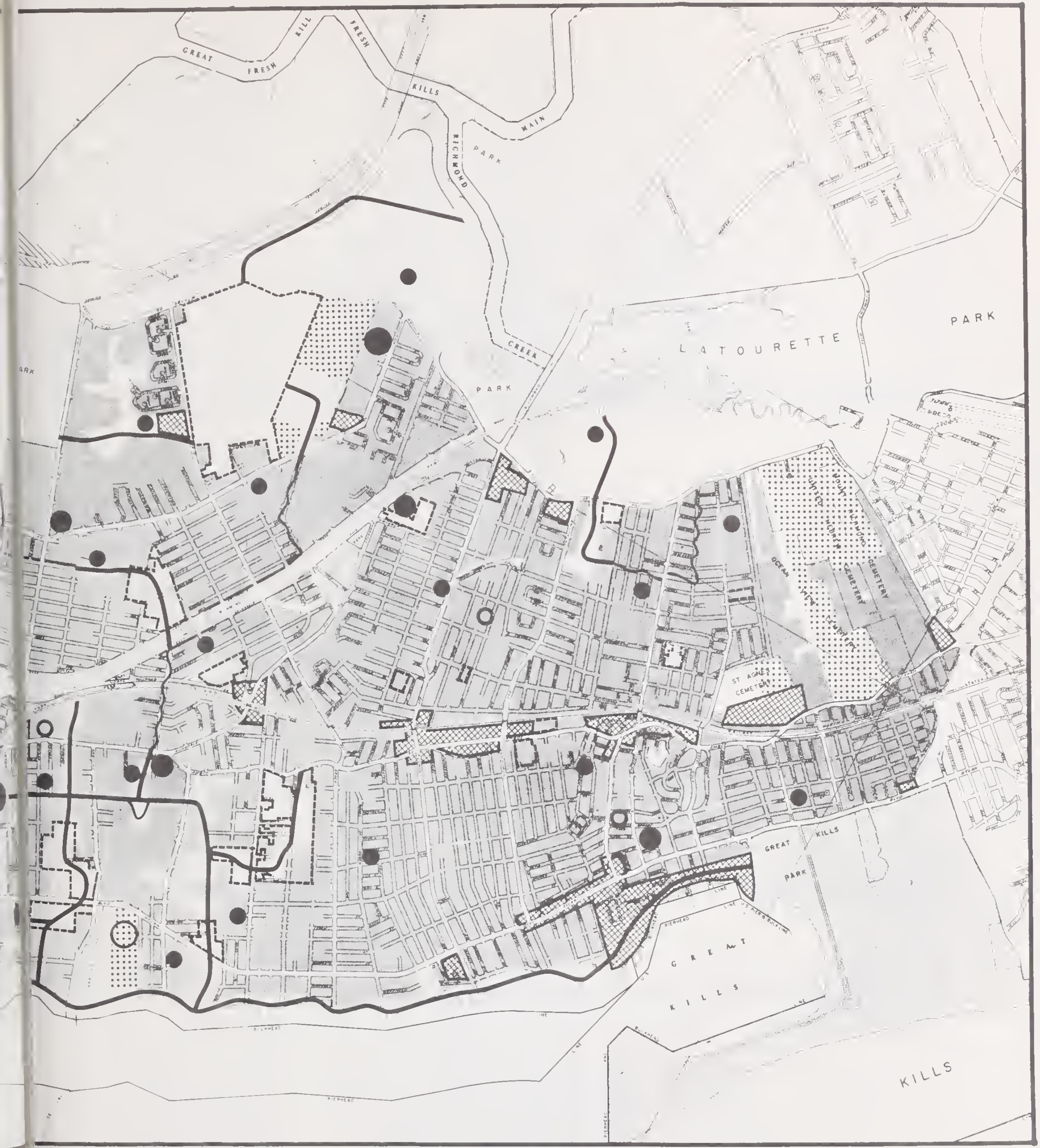
[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board


ARTHUR KILL
POSSIBLE STATE PARK
PARK
PARK
PARK
CONFERENCE HOUSE PARK
PARK
MOUNT LORETTO
PRINCE'S BAY
WOLFE'S POND PARK
PIERHEAD AND BULKHEAD


GREAT FRESH KILL
FRESH KILLS
MAIN
RICHMOND
PARK
CREEK
PARK
LATOURETTE
PARK
UNITED HEBREW CEMETERY
MORAVIAN CEMETERY
OCEAN VIEW CEMETERY
ST AGNES CEMETERY
GREAT KILLS
PARK
GREAT KILLS
PIERHEAD
BULKHEAD
KILLS
0
3000

LAND USE PLAN

Mapped Parks
Designated Open Space
Park Street
Park Acquisition
Residential

Public Schools ● ● ●
Parochial Schools ○ ○
Commercial ▨
Institutional ▨
Industrial ▨

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: STATEN ISLAND 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Administrative (cont'd.)			certification, lease to Board of Education with reversionary clause restoring title to builder at agreed time. Borough Office Report: "Schools for Communities - Expanding the Use of Our Schools," issued by Dept. July 1976.[2]
3. Use only existing land use controls -- zoning, mapping, capital budgeting, other legislation -- to guide development. Avoid expansion of powers, such as creation of independent development corporation, which could foster greater development and growth than residents desire.	All	Staten Islanders prefer rural character of the Island. Community Boards resist major development schemes, such as Rouse proposal for new town in South Richmond. Over 500 parcels (privately owned) have been mapped within planned open space, with land swapping recommended as assemblage tool.	Borough planners and DCP have responded by developing such zoning controls as the Special Natural Area District 1 for Staten Island. Efforts are now underway to refine the zoning in the light of past two or three years' experience.[2], [3]
4. Improve legal mechanisms for implementing land swaps between private owners and the City. High priority is in South Richmond where Special District provisions on Open Space Network permit land swaps.	All 3	Sec. 834-7.0 of NYC Administrative Code unduly restricts land swaps for public planning purposes. Currently, Code requires 3/4 vote of Board of Estimate for approval; 3 appraisers must set value, all three being residents of borough in which land swap takes place; land the City	New legislation to ease the administrative provisions has been introduces into New York State Assembly in 1976 and 1977. City Planning Commission Chairman has requested Mayor's Legislative Representative to seek support for bill

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[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Administrative (cont'd)			
		acquires must be of greater value than land it transfers to private owner; properties must be in same borough. Swaps are thus inhibited.	(Fed. 1976). There is optimism that Staten Island's representatives in the Assembly and Senate will gather needed support for bill in 1977.[2]
5. Respond to New York State laws on wetlands protection through local ordinances. Ensure compatibility of site selection to implement borough, city, state and national policies.	All	Zoning and private development have not yet attuned themselves to new statutes on wetlands. Conflicts or misuse are possible.	Coastal Zone Management study now ongoing in DCP has mapped Geographic Areas of Particular Concern, including wetlands. Computer system devised by DCP (LUCI) contains info. on all land use controls, including wetlands. CZM plan will recommend appropriate regulatory measures.[2]

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[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

STORK'S NEST
PEJOY'
aurant

Stapleton, Staten Island. Citizens and municipal planners are cooperating to revive a fading neighborhood shopping center. Tappan Park is a key element in the project.

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: STATEN ISLAND 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
B. Economic			
1. Resolve conflicts over wetlands now zoned for industrial development and environmental protection goals.	1 2	Upper reaches of the Arthur Kill (western Staten Island) have heavy industrial uses impacting on wetlands. Need for jobs currently is most urgent in New York. In case of conflict, no strong policy exists to actieve both economic stimulus and wetlands conservation. Planning should seek to carry out goals of Staten Island Overall Economic Development Program announced (1976) by Borough President and Congressman John Murphy. Construction industry on Island is at lowest point since 1960.	State has done aerial surveys to permit interim designation of wetlands New York State, with assistance from Borough Office and CZM project team, is now mapping wetlands. Economic studies by City must be integrated with environmental imperatives, as feasible. The Mayor's "Economic Recovery Plan" (January 1977) sets overall policies for economic stimuli.[2] Seek federal aid to complete infra-structure for Staten Island Industrial Park.[1]
2. Revitalize the Stapleton shopping strip as a neighborhood commercial center. As part of project, refurbish Tappan Park, the centerpiece of the commercial district.	1	No convenience shopping exists in area from ferry terminal to Stapleton on Upper New York Bay. To rejuvenate Stapleton commercial center, citizens asked Borough Office to create a plan. Problems include proliferation of small commercial strips which are not prospering; factories adjacent to shopping strip which generate odors, pollution, traffic conflicts with residents.	Task force was formed including Stapleton Committee, Community Board 1, Stapleton Merchants Association, Borough Office, City Walls (muralists) and DCP Economic Section. Work program will include search for funds. Staff architect is designing improvements for Tappan Park which will be linked with shops. Market survey will be structured.

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[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Departmenf, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICI

Borough: STATEN ISLAND 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Economic (cont'd.)			by Economic section and conducted by Borough Office staff. District Service Cabinet to tackle service needs.[2].
C. Environmental			
1. Protect valuable natural features including ecology of Raritan Bay.	3	Sludge dumping threatens Raritan Bay. Water quality poor from outflow of North River (Hudson). Shellfish abound but are polluted. Strong community pressures to limit shoreline development in Raritan Bay to parks, wetlands preservation and hurricane protection.	CZM project has designated half a dozen GAPC's in Staten Island, including Raritan Bay. Study during 1977-78 will focus on land use controls in coastal area. Section 208 Areawide Waste Treatment Management Project (to be completed early 1978) is seeking measures to upgrade water quality to federal standards for fishable, swimmable waters. Borough Office cooperating with DCP/CZM team, as well as with Department of Water Resources on 208 study.[2].

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[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department,

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: STATEN ISLAND 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Environmental (cont'd.)			
2. Implement comprehensive drainage plan for Island. Utilize open spaces and watercourses as integral parts of the built system (storm and sanitary sewage lines).	3	Most of S.I., except for North Shore and vicinity (South Beach, Midland Beach) is unsewered. Present infrastructure is inadequate, especially storm drains. DWR has plans which need funds. South Richmond development has been constrained by absence of infra-structure. Capital program, including major study of drainage, has been frozen by city's fiscal crisis. Present sewer plans of DWR could destroy Richmond Brook.	"Capital Needs and Priorities for the City of New York, Fiscal Year 1977-78" puts priorities on sewer modernization in all boroughs except Manhattan (p.8). Urge more federal funds to permit construction of new sewerage to relieve flooding and ponding in Staten Island.[1].

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[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: STATEN ISLAND 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Environmental (cont'd.)			
3. Refine analysis of valuable natural features to devise strategies for controls on redevelopment. Focus on the 4000 acres comprising the Special Natural Areas District.	2	To enforce Special Natural Area District, planners need sophisticated knowledge of valuable natural features. Inventory of classified plant colonies, needed to provide criteria and standards for evaluating development of natural areas, has been delayed by staff shortages. Developers protest delays. City owns over 200 acres of In Rem properties totaling over 1300 acres; as these are sold without regard to long-range planning, many valued natural areas are jeopardized.	Experience of past two years now being evaluated as prelude to amending provisions of Section 105 of Zoning Resolution (Special Natural Area District). Amendments were adopted by City Planning Commission April 27, 1977 and sent to Board of Estimate for final action.[2] DCP planners plus Borough Office are extending investigation of flora and fauna to strengthen identification of valuable resource.
		Dept. of Real Estate publishes monthly auction list of available parcels. CB 2 received one list totaling 1600 properties, many in planning-sensitive locations.	New York State has requested detailed report on ecology and other planning conditions of Richmond Brook. Borough Office has asked State to consider designating Clay Pit Pond a State park.[3]

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[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

Lemon Creek, a watershed in the South Richmond Natural Drainage Basins Area. The latter is one of the Geographic Areas of Particular Concern designated for planning under the City's on-going Coastal Zone Management project.

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[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions; Department,

Emerson Hill Area, part of Staten Island protected by Special Natural Area Zoning.

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: STATEN ISLAND 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
Environmental (cont'd.)			
4. Coordinate planning of Gateway National Park with borough planning of recreation open space, circulation and access patterns.	3	Fr. Cappodano Boulevard and Cedar Grove Avenue are slated to be extended through Miller Field as link with Gateway. Some public protest has led to political opposition to transferring city-owned strips for this purpose. Corps of Engineers has proposed studying flooding along Fr. Cappodano Blvd.	Community Board 2 has held public hearings on the Gateway plans. Borough Office and National Parks Service officials have met for examination of issues/priorities as part of Congress-mandated study of open space needs in New York City.[3]

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[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: STATEN ISLAND 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
D. General			
1. Develop over-all plan for managing the development potential, protecting the natural features and reducing the conflicts among community, developers and environmentalists in the area of South Richmond.	All Districts	Comprehensive planning has been advanced through sophisticated stages but halted by the city's fiscal crisis. Infra-structure, including streets, transportation, circulation network and drainage, is lacking or inadequate.	NYC Transportation Department, Dept. of City Planning (DCP) and Tri-State Regional Planning Commission have reactivated the "South Richmond Transportation Study," TS L-194) under the Sub-Regional Planning Program. Intent: "to determine the transportation facilities and services needed to support the land use plan for South Richmond, the Special South Richmond Development District adopted by...Board of Estimate, September 11, 1975. A phased short- and long-range improvement program to guide public and private investments will recommend new streets, transit services and facilities, bikeways and pedestrian ways necessary for local circulation through traffic, and emergency access. Staten Island Borough Office is cooperating in planning project. City, State, Tri-State and Federal population and land use projections will be basic inputs for study.[2].

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[1] Public/private investment.

[2] Official Actions (zoning, Commission actions)

[3] Unofficial actions: Department, Borough Office, Community Board

701 Comprehensive Planning Assistance Program

LAND USE POLICIES, ISSUES, STRATEGIES: BY COMMUNITY DISTRICT

Borough: STATEN ISLAND 1976 - 1977

POLICY GOALS	C.D.	ISSUES	IMPLEMENTATION STRATEGIES*
General (cont'd.)			DCP/Borough Office is updating zoning to extend natural area protection in Section 105, City Zoning ordinance, and to ease developments (Section 103) So. Richmond Special Development District.

[1] Public/private investment. [2] Official Actions (zoning, Commission actions) [3] Unofficial actions: Department, Borough Office, Community Board

Summary of Local Planning

Analysis of borough planning (by community districts) led to the identification of nine major categories of policies: administrative, economic, environmental, general, historic preservation, institution-related, housing (with programs coordinated with neighborhood stabilization), open space transportation and circulation. Following is a sampling of the full summary as it appears in chart form by borough:

a. Administrative: Change the processing techniques for plans, development proposals and other matters requiring review and approval by the City to conform to the amended City Charter.

   Strategy: Prepare, publish and distribute through broad education program the manual on Uniform Land Use Review Procedures (ULURP). As the responsible agency, City Planning Department has begun to educate the Community Boards as to their new powers and duties as these integrate with the planning process.

b. Economic: Revitalize important commercial centers facing decline. Upgrade physical infra-structure to improve commercial areas, encourage private development/redevelopment, and seek to leverage additional sources of funds as a means of expanding the benefits of Community Development Block Grants.

   Strategies:

   Manhattan--In Union Square, Chinatown, Nassau Street and 125th Street, work with community groups on expanding preliminary plans, some of which were partially funded by the National Endowment for the Arts. Street Improvements for Union Square-14th Street and Chinatown were recommended in the third year program for Community Development.

   Queens--On-going projects in 11 retail centers will demonstrate a variety of approaches to commercial revitalization. The City has obtained federal funding for staff to begin implementing the program of the Queens Overall Economic Development Corporation, whose overall goal is a comprehensive economic redevelopment plan for the Borough.

   Staten Island--The Stapleton shopping strip suffers from declining retail trade, factories adjacent to the shopping strip which emit odors and pollution, traffic conflicts with pedestrian flows. A Task Force has been formed of citizens, merchants, the City Walls artists and government professionals to develop an improvement plan. Renovation of Tappen Park will be included.

c. Environment: Develop comprehensive plan of waterfront usage, development and controls, linking waterways to adjacent land uses. Ensure public access to waterfront for passive and active recreation.

Strategy: Brooklyn and Staten Island--Work to develop the Coastal Zone Management Plan, under grant from U.S. Department of Commerce through the New York State Department of State. Plan techniques for protecting and developing the coastline, with emphasis on Geographic Areas of Particular Concern.

d. Housing: Abate the early signs of deterioration in otherwise stable communities. Rehabilitate deteriorated housing through broad array of federal and City assistance.

Strategies: The Bronx--Kingsbridge Area is zoned, R-6, permitting a density that encourages assemblages of small tracts for high-rise apartment houses. This is out of character with the neighborhood. A few vacant buildings exist, as well as evidence of rising tax arrears and code violations. An area plan has been prepared, with such recommendations as a change in the zoning from the present R-6 to R-4.

Brooklyn--Assist property owners in restoration of beautiful limestone attached houses in Bedford-Stuyvesant. To counter banks' redlining, seek to obtain federal mortgage insurance commitments.

In the Red Hook Urban Renewal Area, complete comprehensive neighborhood analysis as part of the "South Brooklyn Study". Combine housing renewal with economic planning.

e. Transportation: Improve the circulation network for pedestrian movement/vehicular efficiency.

Strategy: Fulton Street, Brooklyn, has the second highest sales volume in New York City after Herald Square and the sixth highest volume in the country. It suffers from clogged traffic flows. Circulation improvements are a major element in the unfolding plan for the Fulton Mall, highlight of the Brooklyn Center Urban Renewal Area.

f. Historic Preservation: Continue identifying, designating and preserving individual landmarks and historic districts and carrying out a systematic survey of potential landmarks and historic districts.

Strategy: The Bronx: For Alexander Avenue, a previously designated historic district, create a special Mott Haven limited height zoning district to preserve neighborhood scale. Petition the National Register of Historic Buildings for area designation to make the area eligible for federal preservation funds. Designate the area for Section 312 housing rehabilitation loans and seek to encourage use of the City's J-51 tax abatement program.

g. General: Survey and inventory vacant city-owned land and building and set criteria for land disposition and development.

Strategy: After analyzing properties, especially in Staten Island, the Bronx and Brooklyn, set criteria for land-banking for long-range planning, for leasing to private interests and for sale.

h. Institution-Related: Analyze land use of present institutions, as well as buildings themselves, to determine if under-utilized or obsolete institutions should be recycled for other purposes.

Strategy: Queens: Many schools in the borough are underutilized because of shifting population trends. This problem is now city-wide in scope and should be examined in depth to encourage recycling as appropriate.

i. Open Space: Maintain existing recreation open space and devise protective measures for valuable natural resources.

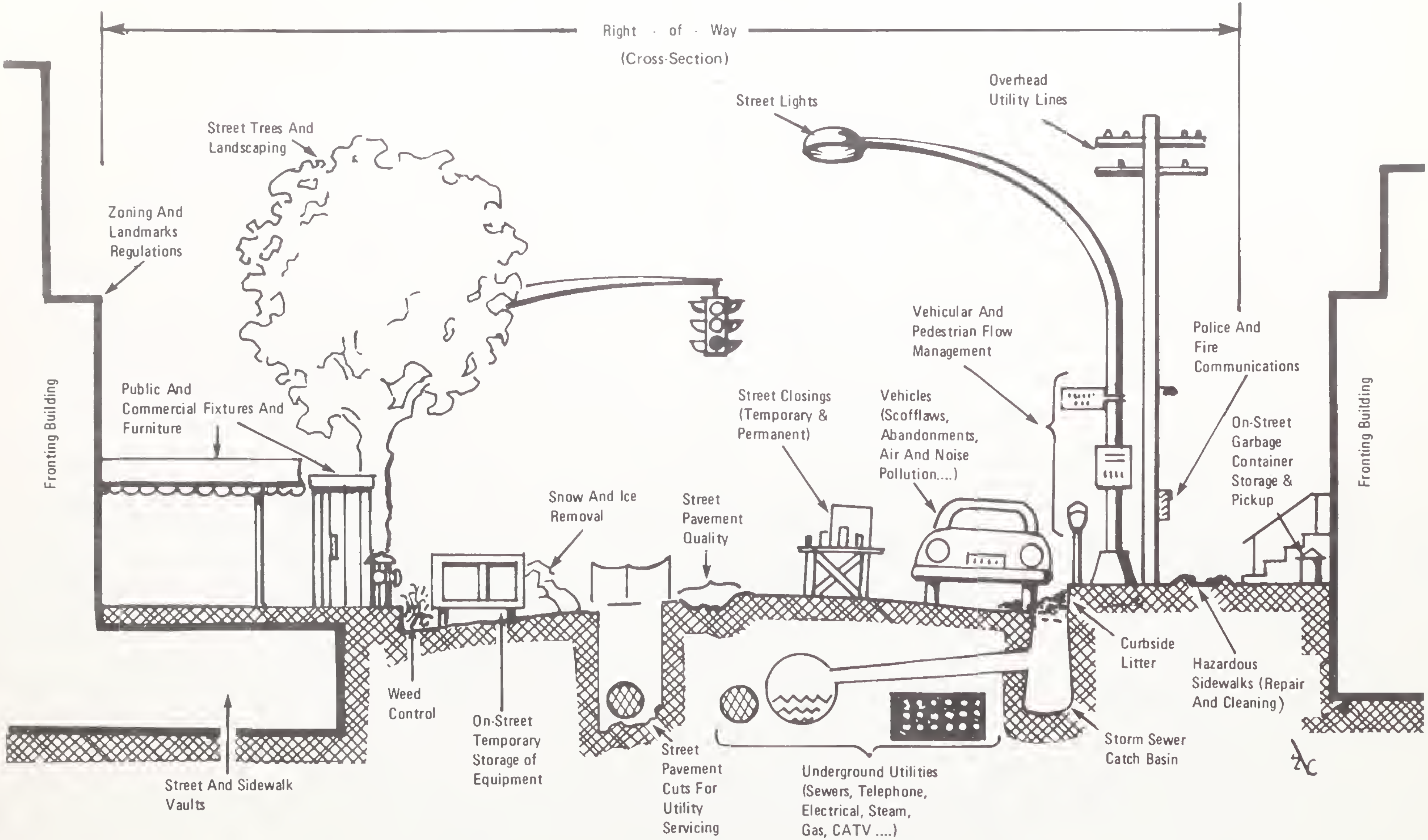
Strategy: Staten Island: Devise protective measures, after analysis and mapping, of such valuable open spaces as Clay Pit Pond, Lemon Creek, Annadale Woods and the beachfront of Staten Island. Develop appropriate transportation access to Gateway National Park.

4.

THE CONTINUOUS PROCESS OF COMPREHENSIVE PLANNING

LAND ASSETS MANAGEMENT PROCESS

TYPICAL LOCAL STREET ELEMENTS TO BE COORDINATED


Right - of - Way
(Cross-Section)
Fronting Building
Zoning And Landmarks Regulations
Street Trees And Landscaping
Public And Commercial Fixtures And Furniture
Street Lights
Overhead Utility Lines
Vehicular And Pedestrian Flow Management
Police And Fire Communications
On-Street Garbage Container Storage & Pickup
Street Closings (Temporary & Permanent)
Vehicles (Scofflaws, Abandonments, Air And Noise Pollution....)
Snow And Ice Removal
Street Pavement Quality
Weed Control
On-Street Temporary Storage of Equipment
Street Pavement Cuts For Utility Servicing
Underground Utilities (Sewers, Telephone, Electrical, Steam, Gas, CATV ....)
Curbside Litter
Hazardous Sidewalks (Repair And Cleaning)
Storm Sewer Catch Basin
Street And Sidewalk Vaults
Fronting Building

Typical Local Street Elements to be coordinated. Planning issues confronting Community Boards and officials are now expedited through new Service Cabinets.

SECTION IV

THE CONTINUOUS PROCESS OF COMPREHENSIVE PLANNING: THE LAND ASSETS MANAGEMENT PROCESS (LAMP)

In land use planning, the process is as important a policy as the product. That is, the way plans evolve is as vital as the strategy for implementing those plans. Over the past few years, comprehensive planning in New York City has been enhanced and complicated by many factors: revisions of the City Charter and other legislative acts; crises which have propelled federal, state and regional government into the total planning complex; greater activism by citizens at all stages. These factors have blended together the old principles of a democratic society with the new imperatives of efficiency and effectiveness demanded by the fiscal and social problems challenging the city.

One result has been greater responsibility for the City Planning Commission/ Department in the conduct of over-all planning related to the orderly growth, improvement and future development of the City. A second consequence has been the extension of the planning process to residents, officials and others in the smaller geographic administrative entities (boroughs and community districts) within the City. To develop and update a citywide, comprehensive land use plan, there has emerged a three-tier system of planning linking citywide, borough and community district levels. This system is coupled with many existing and new administrative processes, of which the City Planning Commission and its staff are the fulcrum. The Commission's powers, both legal and traditional, range from initiating, conducting, coordinating and evaluating planning to processing development applications within the City's legal framework and inter-relating with all other levels of government. As the A-95 Project Evaluation agency for the municipality, City Planning Commission functions as the sole clearing-house for all plans involving federal funding, regardless of their sponsorship.

To examine this multi-faceted organism, it may be useful to see it as a Land Assets Management Process (LAMP). In this perspective, LAMP can serve as an evolving, over-all administrative conduit which attempts to consolidate, clarify and rationalize the City's planning-related activities. Through the sound management of its land assets, the City can hopefully develop innovative ways for turning liabilities into assets, optimizing present assets and discovering and nurturing future assets. LAMP functions through the following cyclic and on-going or continuous components:

Cyclic Processes	Planning Inputs
• Mayor's Management Reports	• Setting performance goals and priorities among programs on a city-wide and geographic area basis; revise and update programs to buttress city-wide and local area planning policy goals.
• Capital And Expense Budget Preparation	• Statement on the City's capital needs, priorities and recommended dollar allocations among general program categories; salient linkages between capital and expense budget items that promote community/neighborhood development goals.
• "701" Comprehensive Planning Assistance Program/Report	• Broad goals and annual objectives, short and long-term policies and plans with respect to the physical development and the recommended pattern, intensity and timing of land uses for residential, commercial, industrial and other uses.
• Community Development Block Grant Application	• Statement of needs, long- and short-term objectives. Develop and coordinate each CD plan and program with other planning efforts.
• The Annual Planning Review Meetings (Charter mandate)	• The Mayor, and each Borough President review the City-wide comprehensive plan and other planning matters affecting the whole city, boroughs and more than one community district.

Ongoing Processes	Planning Inputs
• Uniform Land Use Review Procedure (ULURP)	Initiate, monitor, review and evaluate plans, proposed programs and projects;
• City Environmental Quality Review (CEQR)	
• Project Notification Review System (A-95)	
• Plan Initiation and Planning Support	
• Inter-Agency and Inter-Governmental Planning Coordination. Federal, State, regional, City.	

It is expected that during the next "701" contract period, an expanded and refined model of LAMP will be developed. Many of these new processes are being implemented while others are scheduled to start-up on or before 1980. The City Planning Commission/Department is directly involved in the design of these new processes and will play a major planning role in them once they are operational. The next section will briefly describe the operations of each major component of LAMP, which advances comprehensive planning; the final portion describes the two new levels of administrative decentralization governing local planning.

A. Cyclic and Ongoing Planning Processes of LAMP

Ten basic processes presently comprise the City's Land Assets Management Process of comprehensive planning. These entail local, State and Federal authority. A brief description of each follows with specific reference to their planning inputs.

1. The Mayor's Management Report

Under Section 12 of the revised City Charter, once a year the Mayor must give the public, City Council and the Board of Estimate a management report on the City. This is to be followed six months later with a supplemental management report containing any revisions of the initial report and a statement of actual performance for the entire previous fiscal year. A new management system is emerging in the City, the heart of which is a formal comprehensive planning and reporting system for some 30 agencies directly under the Mayor's control. This direction is in sharp contrast with the generations of crisis planning and management. The basic management goal is to maintain the quality and quantity of essential municipal services and to preserve and enhance the City's economy and residential environment, while achieving a balanced budget.[1]

The management report is to contain program and performance goals for the current fiscal year; a statement and explanation of performance measures; a statement measuring actual performance against goals for the first six months of the fiscal year; proposed program-and-performance goals and measures for the next fiscal year. For agencies with local service districts or programs within community districts and boroughs, the management report, in so far as practical, shall include schedules of agency service goals, performance measures and actual performance relative to goals for each local service district or program.

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[1] The Mayor's Management Report (City of New York, February 18, 1977); Sect. I.

Though this system is new and still experimental, it focuses on five key areas: the stress on planning; the development of a performance orientation; systems of individual managerial accountability; high quality support system; and mechanisms for priority setting. It has been particularly difficult in any large City to set priorities, reassess functions and explicitly allocate resources. The climate is one in which judgments sharply affect the competing interests of neighborhoods, citizen groups and program constituencies. Yet in the face of sharply diminished resources, the City is trying. The Mayoral agencies are beginning to submit monthly reports indicating progress towards the yearly planning targets, milestones reached and critical decision dates identified in the plan. One example is the approach of the Planning Department.

Self-evaluation by the Planning Department

The Department of City Planning is also required to evaluate its planning and track its work performed against its targets. The following is a preliminary list of performance indicators used by this agency:

- Number of policies recommended to governmental officials, agencies or bodies. Percentages accepted.
- Number of zoning and mapping proposals recommended to decision-making officials. Percentage adopted.
- Number of strategies developed for housing rehabilitation which stems disinvestment in neighborhoods with sound housing stock.
- Percentage of land use control recommendations from the Department that are accepted by the City Planning Commission or by the Board of Estimate.
- Percentage of studies initiated as a ratio of the number of requests received from the public and Community Board members.
- Percentage of studies initiated as a ratio of the total number of local area mini-plans initiated by the Department of City Planning's Borough Offices.
- Number of assessments performed of economic viability of selected types of space in selected areas.
- Time from initiations of zoning change study to amendment of the zoning resolution.
- Number of evaluations of the effectiveness of special purpose districts performed.
- Number of environmental assessments initiated (or completed). Percent completed.

- Percent of land use recommendations completed to the total number identified.

- Number of land use controls, related to the following causes of water quality degradation: continuous discharges, intermittent line discharges, intermittent discrete discharges.

- Number of land use studies conducted as basis for management and development decisions.

An audit system is being developed which will verify the data all of the city agencies produce and help them improve the systems that generate it. Based on private sector experience, the management system should take from two to five years to become fully operational. Some time will be needed to test its potential for generating dramatic improvements both in the City's management and in the quality of the economy and neighborhood environments.

2. Capital And Expense Budgets

Behind the changes in the Charter provisions for preparing the City's Capital and Expense budgets were these objectives:

- To incorporate comprehensive and special purpose planning on all levels

- To increase the roles of the City Council, the Board of Estimate, community boards and borough boards.

- To give more responsibility to operating agencies

- To better coordinate revenues with expenditures

From a planning perspective, one gain is the synchronizing of both Capital and Expense budgets on a geographic basis, allowing for better screening of needs and decisions on planning proposals.

The City Planning Commission must report on the City's capital needs and priorities, including recommended dollar allocations for general categories of programs. It must recommend and justify priorities among such categories of programs, stating their likely impact on the orderly growth and development of the City (Sect. 214-d). This statement is prepared using the Report of the Comptroller (Sect. 212), departmental estimates of each agency, the budget priorities and capital improvement needs for the ensuing fiscal year and three succeeding years of the community and borough boards (Sect. 214).

Packages of planning proposals having both capital and expense budget components can be introduced into the budgets directly by the Mayor, Community Boards and Borough Boards. The City Planning Commission, however, has been confined to capital items. If broader linkages are vital to certain planning proposals that affect the "orderly growth and development of the City", such issues may be included in the Commission's statement, especially if they are acceptable to community and/or borough boards in their recommendations.

3. Uniform Land Use Review Procedure (ULURP)

Section 197-c of the City Charter establishes the Uniform Land Use Review Procedure (ULURP) and charges the City Planning Commission with the responsibility for its operation. Its purpose is to standarize and streamline the processing of all proposals and applications covering the development or improvement of real property. It sets up a time-table governing the review and response of all those involved before being sent to the Board of Estimate for final disposition. Community Boards play an increasingly powerful role, though still advisory. The City Planning Commission devised ULURP and covers the following matters: [2]

- Changes in the City Map
- Approval of a map of a subdivision or the platting of land into streets, avenues or public places
- Amendments to the Zoning Map
- Adoption of special permits, within the jurisdiction of the City Planning Commission under the Zoning Resolution
- Selection of sites for capital projects
- Granting of franchises and revocable consents involving residential, industrial, commercial, transportation or community facility projects
- Authorization of improvements in real property, the cost of which is payable by parties other than the City
- Approval of housing or urban renewal plans and projects
- Approval of sale, lease (other than lease of space for office uses within Use Group 6B of the Zoning Resolution), exchange or other disposition of real property to the City, or of acquisition, sale or lease of land under water
- Amendments to the text of the Zoning Resolution which are requested by any taxpayer, Community Board or Borough Boards and filed with the City Planning Commission

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[2] Uniform Land Use Review Procedure: A Guide For Community Boards (New York City Department of City Planning, January 1977) Section 1-2.

- For purposes of review by Community Board or, where appropriate, by Community Boards and a Borough Board, granting by the Board of Standards and Appeals of a variance to the Zoning Resolution

- For purposes of review by a Community Board or, where appropriate, by Community Boards and Borough Boards, the granting by the Board of Standards, and Appeals of a special permit assigned to its jurisdiction under the Zoning Resolution

- Such other matters involving the use, development or improvement of property as specified by the Board of Estimate, upon a resolution of recommendation by the City Planning Commission

ULURP is designed to process all applications within a 185 to 215 day period, that is, from initial certification to final Board of Estimate action. Within this period, recommendations from both Community Boards and Borough Boards where applicable are required for each application. Public hearings may be needed for certain types of applications. After this, the City Planning Commission must prepare a report for the Board of Estimate summarizing its own recommendations and those of the community and borough boards. The City Planning Commission must hold public hearings when:

- New York State law requires hearings, such as for housing and urban renewal.

- Community Boards have not done so as required.

- City Planning Commission determines it should be heard again because of policy implications or when applications are modified during the review period.

- The application is an amendment to the text of the Zoning Resolution.

- A draft Environmental Impact Statement is required of an application.

Using this information, the Board of Estimate either approves or disapproves the application. There is also an appeal route when, if the applicant does not agree with the Board of Estimate's decision, it can be heard by the Board of Standards and Appeals.

4. Plan Initiation And Planning Support

Under Section 197 of the City Charter, plans for the development, growth and improvement of the city, its boroughs and community districts can be initiated by the Mayor, the City Planning Commission, borough boards with respect to land located within two or more community districts; or by community boards with respect to land located within a community district. The City Planning Commision's role under Section 197-a extends beyond initiating plans. The Commission is also:

- responsible for the conduct of planning relating to the orderly growth and improvement and future development of the City, including adequate and appropriate resources for the housing, business, industry, transportation, distribution, recreation, comfort, convenience, health and welfare of its population.

The Charter's phrase "responsible for the conduct of planning" expands the City Planning Commission's planning role to manage the way that planning is carried on in the City. All plans must be, first, reviewed by the City Planning Commission and second, approved by the Board of Estimate to become official city policy (Sect. 197-b). This revised plan adoption process tends to place greater weight on the policies, goals and strategies of such plans than before and therefore can be expected to exert greater influence on the City's capital and expense budgets, community development and service delivery planning.

In the past 10 years, the Department of City Planning has played an active role in planning for communities. Mini-plans, research reports and planning proposals have been prepared and many of the Department's recommendations have been realized. This long tradition is to be continued by the agency, providing each community board with planning staff services and serving on each district service cabinet. The planning process is expected to vary from district to district; where some may want a full compilation of land use and demographic data, others may want to launch a zoning review or plan for commercial revitalization. The following summarizes the major products projected for this community-based planning process:

a. Report on the "State of the Community District"

- Data Base: Compilation of district population characteristics and trends, geographic boundaries and features, land use and zoning, community facilities, neighborhood history, jobs and employment and recent trends. The data base, a new Community Information System, will be computerized on a district-by-district basis and periodically updated.

- Inventory of service programs: Federal, State and City programs, privately funded programs (charitable, corporate, volunteer).

- Fiscal Resources: Survey of current and projected public funds allocated to the district, capital, expense and Community Development budgets.

- Planning Studies: Mini-plans, zoning natural features, goods movement, traffic, others.

b. Analysis of Problems

- Identification of major needs, by neighborhood.
- Identification of major problems: physical, programmatic, residents' complaints, fiscal.
- Identification of areas that need intensive inter-agency attention.
- Identification of inter-district, Borough and Citywide issues. Problems and priorities shared with neighboring Community Districts, problems with boroughwide and citywide implications. Suggested solutions.

c. Community District Action Program: Proposals for agency and inter-agency programs, Federal and State programs, joint public/private programs, legal and institutional changes (zoning, taxes).

d. Management Plan: Proposals for implementation of the policy guidelines for neighborhood development which are spelled out in the Mayor's Management Report.

e. Evalutation and Monitoring: Process and timetable for evaluation and monitoring of key local programs.

As part of this effort, the Department is developing a Community Planning Portfolio which is to be a revised, updated and expanded version of the Community Planning Handbooks. The Portfolio will be tailored to each of the 59 Community Districts and will include a Community Information System to provide computer generated data and maps. The objectives of this endeavor are: [3]

- To provide sufficient information to the public at large to facilitate effective participation in community affairs.

- To develop a city-wide uniform information base on land use, community facilities, operating data, and general governmental information to enable more rational and informed decision making by Community Boards, District Managers, Service Cabinets and other local community groups.

- To develop a uniform source of accurate, useful and timely information for City, State and Federal agencies and for the private sector.

- To develop a data base to assist in the evaluation of governmental policies and programs.

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3. Development Proposal for the Community Planning Portfolio: An Information System for Community Districts; New York Dept. of City Planning, May 1977; p2.

5. The Annual Planning Review Meetings

Under Section 85-j of the revised City Charter, there are to be six separate annual planning review meetings with major community, borough and citywide officials. The Mayor is directed to call at least one meeting a year at which he or she, the City Planning Commission, Borough Presidents, City Council members and Community Board chairpersons attend:

> ... for the purpose of discussing the citywide master plan or other planning matters affecting the whole city or more than one borough.

Also under this section, each of the five Borough Presidents shall call for at least one meeting a year in which he or she, the City Planning Commission, City Council members, Community Board persons and others participate:

> ... for the purpose of discussing boroughwide planning matters and other matters affecting more than one district and their relation to the master plan ... The agenda for each such meeting shall be prepared in consultation with the Mayor and City Planning Commission.

The reference to the City's master plan in this context also refers to its comprehensive plan, prepared and continually updated by the City Planning Commission. This incorporates plans of boroughs, community districts and city agencies, as well as those with private sponsorship.

6. City Environmental Quality Review (CEQR)

The State Environmental Quality Review Act (SEQRA) requires that local general units of government establish an environmental review procedure.[4] In response, New York City has drafted its City Environmental Quality Review (CEQR) legislation. Before SEQRA went into effect on July 1, 1977, the New York State legislature passed an amendment delaying its full implementation covering all project sizes until September 1, 1978. During this interim period, only major projects are to require environmental reviews.

To simplify its implementation, CEQR's review process is to be integrated with the City's Uniform Land Use REview Process (ULURP). Two agencies are responsible for evaluating environmental review statements: Department of City Planning for comprehensive planning issues (social, economic, land use, etc.) and the lepartment of Environmental Protection for technical issues (noise, air and water pollution, energy, impact on the City's infra-structure, etc.).

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[4] Article 8, Section 8-00113, New York State Environmental Conservation Law: State Environmental Quality Review Act (SEQRA).

Among the actions covered by CEQR are the following types:

- Construction of new or expansion of existing buildings by more than 50 percent serving public institutions such as hospitals, schools, colleges, universities and correction facilities and private major office centers.
- Construction of new or expansion (by more than 50 percent) of parking facilities or other facilities with an associated parking area for 250 or more cars, only if such facility would require an indirect Source permit under New York State rules.
- Construction or expansion (by more than 50 percent) of any facility, development or project which is to be directly located in tidal and freshwater wetlands.
- Construction of 2,500 or more residential units in a sewered area or 50 or more residential units in an unsewered area.
- The proposed adoption of comprehensive land use plans, zoning ordinances, comprehensive solid waste plans, water resource basin plans, and state and regional transportation plans.

The process is in its infancy and faces a long trial and error period. Unlike the federal environmental review process, which enjoyed a lengthy shakedown period during which the federal Project Notification Review System (A-95) helped shape the operating guidelines, CEQR has yet to benefit from experience. Criteria will have to be tested for evaluating all significant project effects on the urgan environment.

7. The 701 Comprehensive Planning Assistance Program

Section 701 (c) of the Federal Housing Act of 1954 as amended by the Housing and Community Development Act of 1974 provides that a recipient of 701 assistance must carry out an ongoing comprehensive planning process. This is to include preparation of a comprehensive plan which shall contain, as a minimum, a Housing Element and a Land Use Element. A Historical Preservation Assessment is also prescribed. This is the only program in the wide array of Federal and State local assistance programs that promotes comprehensive city planning. It serves all parts of the City and all types of problems. Other programs allude to comprehensiveness only on a functional basis (transportation, solid waste, water quality, open space, housing, etc.) or by client group (child services or aid to the elderly). This City has long recognized the need for comprehensive plans. Overall planning is enhanced by such mechanisms as the City coordinated management reporting system, the consolidated capital and expense budget preparation and the City Planning Commission's Uniform Land Use Review Procedure (ULURP).

8. Community Development Block Grant Application

On August 22, 1974, the President signed into law the Housing and Community Development Act of 1974, thereby renewing a long-standing national commitment to urban areas that had been interrupted by the Federal housing moratorium of 1973. Title I of the Act consolidates into one "community block grant" Federal funding for previously separate programs: Model Cities, old Title I and Neighborhood Development Urban Renewal Projects, neighborhood facilities, open space, water and sewer grants, rehabilitation loans and public facilities loans. The Community Development Program sets new application requirements and spending guidelines for these funds and was adopted to provide "decent housing and suitable living environment and expanding economic opportunities, principally for persons for low and moderate income." A newer objective is to provide "assistance on an annual basis with maximum certainty and minimum delay."

New York City has weathered its financial crises of recent years and made radical cuts in its budgets and services demonstrating its ability to transcend hardship through an evolving recovery strategy. Still the City must look for outside sources of funds, such as CD, to supplement its own revenues. The program has enabled the City to go forward with salient projects it had in the pipeline but lacked the resources to implement.

Preparation of the first three yearly applications for Community Development Block Grants were executed by the City Planning Commission. Through its numerous mini-plans, research reports and functional planning studies the Department of City Planning had generated many of the programmed projects in CD I, II, and III. Recently the Mayor transferred the responsibility for preparing the annual CD application to the City's Office of Management and Budget but the City Planning Commission/Department still has a major planning input in this process.

9. Project Notification Review System (A-95)

The City Planning Commission/Department is the official clearinghouse on all plans in New York City which are seeking federal funds. The purpose of the A-95 program is to notify units of local government of a prospective applicant's intent to seek Federal aid and to implement, in part, the requirements of Section 102(2)(c) of the National Environmental Policy Act of 1969.[5] It creates an "early warning system" for coordination of state, regional and local planning and development of federal and federally-aided projects. Coordination is carried out by reviews of state and regional clearinghouses. For New York City, the Tri-State Regional Planning Commission, acting as the Metropolitan Clearinghouse, and the Department of City Planning serving as New York City's review agency jointly participate in the system.

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[5] "Tri-State's A-95 Activity: 1967-75. Interim Technical Report 4556-4192." Tri-State Regional Planning Commission, October 1976, pgs. 8-14.

10. Inter-Governmental Planning Coordination

The City Planning Commission/Department is the locus for coordinating and monitoring all planning related to the City's growth and development that is performed by community boards, borough boards and city agencies within the City and by regional, state and federal agencies that affect the City. It is the only city agency where a comprehensive perspective is continually maintained through its direct and indirect involvement on a broad range of planning programs with other agencies.

Coordination of land-related planning programs within the Department of City Planning is mandated by three major sources: federal laws; interagency agreements involving federal, state, regional and city bodies; and two special grants from HUD and the Office of Coastal Zone Management, through the New York State Department of State to Department of City Planning. Under federal laws, the major funded legislation includes Section 208 water quality planning, "701" Comprehensive Planning Assistance, Coastal Zone Management and its component, Outer Continental Shelf planning.

Under interagency agreements on the Federal level, both CZM and 701 programs must be coordinated with EPA's 208 work program. They should apply a common base of land use, population, employment data and projections. These need Tri-State Regional Planning Commission and New York State agreement so one consistent set of data and projections serves these and other planning programs.

Increasingly, because of the A-95 review procedure and the pressures of metropolitan dynamics, Tri-State Regional Planning Commission is assuming a more viable role in the public decision process. The Department of City Planning played a major role in Tri-State's effort in meeting the cross-acceptance requirements of the Federal government, particularly for the water quality planning programs. The Department's participation in developing Tri-State's "Regional Development Guide 1977-2000" is another illustration of this agency's regional coordination.

To coordinate the mammoth enterprise of transportation planning for New York City, two bodies were formed in 1975: the Transit System Coordinating Committee (at the request of the City Planning Commission) and the Transportation Coordinating Committee. The City Planning Commission serves actively in both bodies.

B. Administrative Decentralization of Local Planning

The revised City Charter has further decentralized planning administration by extending the powers of two levels of government: 1. the Community Districts and their Boards and 2. the Boroughs and their Boards. All plans, budgets, land use changes and services that affect specific geographic areas in the City must include the participation of that local unit of government. The Charter establishes a Board and a Service Cabinet for each borough and community district. The boards act as that area's official policy-making and review body; the service cabinets act as the board's operating arm (along with special task forces) primarily concerned with coordinating the City's services delivered in their respective areas.

1. Community District Planning Responsibilities

Fifty nine new community districts were designated in 1976: Bronx-12; Brooklyn-18; Manhattan-12; Queens-14; and Staten Island-3.[6] Each Community Board has 50 non-paid members who shall: [7]

- Exercise the initial review of applications and proposals of public agencies and private entities for the use, development or improvement of land located in the community district, including the conduct of a public hearing and the preparation and submission to the City Planning Commission of a written recommendation.

- Conduct public hearings and submit recommendations and priorities to the Mayor, The Board of Estimate, The City Council and The City Planning Commission on the allocation and use within the district of funds earmarked for community development activities under City, State or Federal programs.

- Assist agencies in the preparation of service statements of agency objectives, priorities, programs and projected activities within the community district and review such statements. Also, evaluate the quality and quantity of services delivered.

- Assist in the planning of individual capital projects funded in the capital budget to be located in the community district and review scopes of projects and designs for each capital project.

- Consult with agencies on the capital and expense program needs of the district, review departmental estimates, hold public hearings on such needs and estimates. Prepare capital and expense budget priorities for the next fiscal year and for the capital needs over the three succeeding fiscal years.

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[6] Community Districts are mapped in the "Local Strategies" and Appendix IX.

[7] City Charter; Section 2800.

- Cooperate with the boards of other districts with respect to matters of common concern.

Relation between Planning and Services

Under Section 2704 of the Charter, the following municipal services are to adjust their field service delivery district boundaries so as to be coterminous with those established for each community district or aggregates of them:

- Patrol services of the Police Department; local parks and recreational services; street cleaning and refuse collection services; and social services, including community services, community development, youth services, child development and special services for children.

- To be coterminous with one or more community districts or aggregates of them for housing code enforcement, neighborhood preservation and related housing rehabilitation services; highway and street maintenance and repair; sewer maintenance and repair; and health services, other than municipal hospitals.

This reorganization is scheduled to be completed on or before 1980. The Board of Estimate, upon the recommendation of the Mayor, may direct that city services other than those specified above be made coterminous with one or some practical whole aggregation of community districts.

For each community district, a service cabinet is established and presided over by a district manager who is appointed by that community board. The district manager, through the service cabinet, shall:

- Coordinate service functions and programs of the agencies in the community district, consider interagency problems, plan and recommend joint programs, and consult with residents of the community about local service delivery problems (Sect. 2705-b).

Permanent membership on each service cabinet includes a representative of the Department of City Planning as well as an official who has operating line authority for each of the above mentioned services. The Charter also requires that the Chairman of the City Planning Commission provide professional planning staff services to assist community boards with their planning responsibilities (Sect. 191-b).

The need to integrate physical development with services delivered locally has been long recognized by the Department of City Planning and is reflected in many of its local area plans (see Appendix A-Bibliography). The service cabinet approach is an important element in accomplishing this integration especially since recent Charter changes involve each Board in formulating the local segments of geographically based capital and expense budgets. Further clout is likely with publication of the Mayor's Management Report evaluating the performance and productivity of all district services.

For example, the type of planning issues that community districts can now address and coordinate is shown in the following illustration (over) showing better organization of local streets to buttress overall neighborhood goals. Local streets covering about 70% of the City's 6000 miles of highways, are the largest single open space resource in a neighborhood. They directly affect its overall character. This is particularly true in this City where population densities are the highest in the nation and the pedestrian use of the public right-of-way is ubiquitous. Each community district, where applicable, plans for a better balance between streets as corridors for vehicular traffic and streets as a local place. The planning, coordination and implementation mechanisms are now or will soon be available for addressing this issue. Prior to this, to advance a plan, a neighborhood had to muster its forces and campaign for consensus among as many as 18 city agencies. It was necessary to advocate specific items in separate budgets, monitor the subsequent actions and have many follow-up meetings with these agencies until the plan was realized. The service cabinet offers a short-cut.

In general, it is much too early to assess how each of the 59 Community Districts will perform under this new system. Past experience has shown a wide range among individual community district boards in effectiveness. The information technical guidance and staff assistance provided by the Department of City Planning will be even more valuable to the boards, since, more than ever, they must participate in a larger number of processes where a rational decision-making base is essential.

(2) Borough Planning Responsibilities

Similar to the Community Districts, each of the five Boroughs under the Charter (Sect. 85), outfitted with a Board and a Service cabinet but the planning-related responsibilities are somewhat different. Each Borough Board shall:

- Prepare comprehensive and special purpose plans for the physical growth, improvement and development of the borough.

- Review and make recommendations with respect to applications and proposals of public agencies and private entities for the use, development, or improvement of land located in more than one district.

- Assist agencies that deliver service within the borough in the preparation of service statements for the borough and review such statements. Also, evaluate the quality and quantity of services provided by agencies within the borough.

- Submit a comprehensive statement of the expense and capital budget priorities and needs of the borough.

The borough boards shall hold public hearings at stated intervals in the borough and report to the Board of Estimate, City Council, the Mayor and the City Planning Commission on borough programs and proposed borough capital projects.

For each borough a service cabinet is to be established, chaired by the borough president, whose members, insofar as practicable, will be senior officials having line authority of each agency delivering services in the borough (Sect. 2706). The Department of City Planning is not an official member, though it is periodically invited to participate. The major planning responsibilities of borough service cabinets are to plan, coordinate and develop programs addressed to the needs and priorities of the borough (Sect. 2706-b).

Similar to the procedures established for community boards, borough boards can request service statements from agencies delivering services in that borough which the board wants to review. Borough-wide geographic budgets and management reports are likewise required with the potential capability of addressing planning issues that involve more than one community district.

APPENDIX A

BIBLIOGRAPHY OF PLANNING STUDIES AND PUBLICATIONS

CHART: UNIFORM LAND USE REVIEW PROCEDURES

Planning Studies and Publications For Guiding and Controlling New York City's Land Use (7/76 to 6/77)[1]

		LAND USE FUNCTION								
CITY-WIDE	DATE	A. ADMINISTRATIVE	B. ECONOMIC	C. ENVIRONMENTAL	D. GENERAL	E. HISTORIC PRESERVATION	F. INSTITUTION-RELATED	G. NEIGHBORHOOD STABILIZATION/HOUSING	H. OPEN SPACE	J. TRANS./CIRCULATION
1. Community Development Program And Application: First Year	4/75				X					
2. Energy Facts of New York City: 1970 to 1976	4/75				X					
3. New Life for Plazas	5/75								X	
4. New Dwelling Units Completed 1973-74	6/75							X		
5. New York City Metropolitan Energy Conference: Summary and Proceedings	6/75				X					
6. A Playground For All Children	1/76								X	
7. Application of Solar/Energy Conservation Measures in Tenant Rehabilation Housing	6/76							X		
8. Community Development Program and Application: Second Year Program	6/76				X					
9. Legal and Economic Mechanisms For Preservation: Preliminary Findings	3/77					X				
10. New Dwelling Units Completed 1975	6/76							X		
11. A Playground For All Children: Design Competition	8/76								X	
12. Administrative Approval Process For A Refuse-Derived Fuel Facility	8/76	X								
13. Forecasting Methodologies for the Integrated Public Utility Complex Project	8/76				X					
14. CPSS Land Use Retrieval System (NYCLAND) User Manual	1/75	X								
15. Surplus School Space: Some Facts About Reuse	6/77						X			
16. Coastal Zone Management: First Year Work Program	9/76			X						
17. Trees for New York City	5/77			X						
18. Recommendations For A Preliminary Community District Map	9/76	X								
19. City Planning Department Zoning Study Proposal	11/76				X					

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20. Zoning For Housing Quality	9/76							X		
21. Plazas For People	10/76								X	
22. Preliminary Community District Map: Mayor's Recommendations	10/76	X								
23. Gateway Transportation Study: Assessed Alternatives	4/76									X
24. Towards an Effective National Housing Policy	10/76							X		
25. New York City Comprehensive Transportation Plan (Draft)	6/77									X
26. Community Development Block Grant Program: List of Project Recommendations for the Third Program Year	12/76				X					
27. Economic Recovery: New York City's Program for 1977-81	12/76		X							
28. Employment Projections in the Water-Using Industries	1/77		X							
29. New York City Section 208: Areawide Waste Treatment Management Planning (Nine Month Interim Output)	1/77			X						
30. Uniform Land Use Review Procedure: A Guide for Community Boards	1/77	X								
31. Comprehensive Solid Waste Management Plan for Refuse Disposal and Recovery of Material and Energy Resources (Summary Report)	6/77			X						
32. Development Proposal for the Community Planning Portfolio: An Information System for Community Districts	5/77	X								
33. Landmarks Preservation Commission: CD-3 Historic Preservation Proposals	2/77					X				
34. Capital Needs and Priorities for the City of New York: Fiscal Year 1977-78	3/77				X					
35. The City Budgets: A Guide for Community Boards	1/77	X								
36. Review by the City of New York of the Draft General Plan for Gateway National Recreational Area	1/77								X	
37. New York City's Visitor Industry	6/77		X							

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BRONX										
38. A Plan for Bathgate (Draft)	7/75							X		
39. City Island: Proposals for an Island Community	7/76							X		
40. The Longwood Study	5/76							X		
41. Alexander Avenue Revitalization	9/76					X				
42. Planning for Pelham: Proposals for Bronx Community Planning District 11	12/76							X		
43. Melrose-Morrisania Air-Rights Special Zoning Analysis and Permit	3/77							X		
44. Amendment to the Special Natural Area District	4/77			X						
44A. A Bronx Housing Strategy	5/77							X		
44B. Kingsbridge-Marble Hill Study	6/77							X		
44C. South Bronx HUB Transportation Improvement Project	6/77									X
BROOKLYN										
45. Times Square Store Expansion: Linden Blvd.	8/75		X							
46. Fulton Ferry Historic District Proposal	12/75					X				
47. Fulton Mall: Revised Schematic Plan	3/76		X							
48. Brooklyn Bus Study (Southwest Brooklyn): A Proposal for Improved Bus Routing	4/76		X							
49. Prospect Park South Proposed Historic District	1/77					X				
50. Special Ocean Parkway District	12/76				X					
52. Brooklyn Heights Traffic Analysis: Service Vehicles, Truck Signage and Intersection Safety	8/76									X
53. Newkirk Plaza Revitalization	10/76		X							
54. Sunset Park	1/77							X		

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BROOKLYN (Continued)	DATE									
55. Plan for Fulton Mall	2/77		X							
56. Special Fulton Mall District	2/77		X							
57. Montague Street Revitalization	3/77		X							
58. Coney Island Amusement Area Pedestrain-way	4/77								X	
59. Brooklyn Survey of Proposed Historic Districts	6/77					X				
MANHATTAN										
60. Lower Manhatten Waterfront	6/75							X		
61. Commercial Development in the Seward Park Extension Urban Renewal Area	9/75		X							
62. 60th Street Railyards	11/75		X							
63. Union Square Street Revitalization	1/76		X							
64. SoHo/NoHo Joint Living-Work Zoning Amendment Analysis	3/76		X							
65. Chinatown Street Revitalization	5/76		X							
66. Special Lower Manhattan Mixed Use District-TRIBECA	6/76							X		
67. Water Street Access and Development	6/76									X
68. Lincoln Square and Its Waterfront Part I: Inventory of Community Needs and Resources	10/76							X		
69. West 8th Street Study	10/76		X							
70. Little Italy Special District	12/76							X		
71. Broadway Malls-Phase III: Revised Design	1/77								X	
72. Plan for Nassau Street Mall in Lower Manhattan	2/77								X	
73. Residential Conversions in Manhattan's Central Commercial Zones	4/77							X		
74. 125th Street Corridor Transportation Study (Summary)	6/77									X

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MANHATTAN (Continued)	DATE									
75. South Midtown Planning Study (Draft)	6/77							X		
76. Environmental Assessment of Site 30 in the West Side Urban Renewal Area	11/76			X						
76A. Humanizing Subway Entrances	1/77								X	
QUEENS										
77. Rego Park/Muss-Tankoos Real Estate Analysis	4/75		X							
78. Far Rockaway Shopping Area: A Program for Revitalization	5/75		X							
79. Proposals for the North Shore	5/75							X		
80. South Shore Study Subarea 1: Rockwood Park-Spring Park	5/75							X		
81. Dream Factory: The Astoria Stages	6/75					X				
82. Cambria Heights Action Plan	7/75							X		
83. Proposed Arverne Urban Renewal Project	8/75		X							
84. Laurelton Action Plan	5/75							X		
85. South Shore Study Subarea 11: Rosedale	1/76							X		
86. Jamaica Avenue Market Analysis	4/76		X							
87. South Shore Study Subarea 10 (Draft)	6/76							X		
88. Long Island City Study	7/76							X		
89. Queens County, New York Overall Economic Development Program	7/76		X							
90. Creedmore: An Open Space Proposal	9/76								X	
91. Proposal for the Revitalization of the Linden Blvd. Commercial Corridor	12/76		X							
92. Proposal for the Revitalization of the Rockaway Blvd. Commercial Corridor	12/76		X							

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QUEENS (Continued)	DATE									
93. South Shore Study Subarea 6: A Summary	1/77							X		
94. South Shore Study Subarea 9: Springfield Gardens South	3/77							X		
STATEN ISLAND										
95. Towns in South Richmond: A Proposal for Controlled Growth	4/75							X		
96. Environmental Assessment--Greentree Mall	11/75			X						
97. Schools for Communities: Expanding the Use of Our Schools	7/76						X			
98. Data Base and Mapping Systems	1/77	X								
99. South Richmond Transportation Study Contract.	1/77									X
100. St. George	1/75							X		
101. Amendment to the Special Natural Area District	4/77			X						

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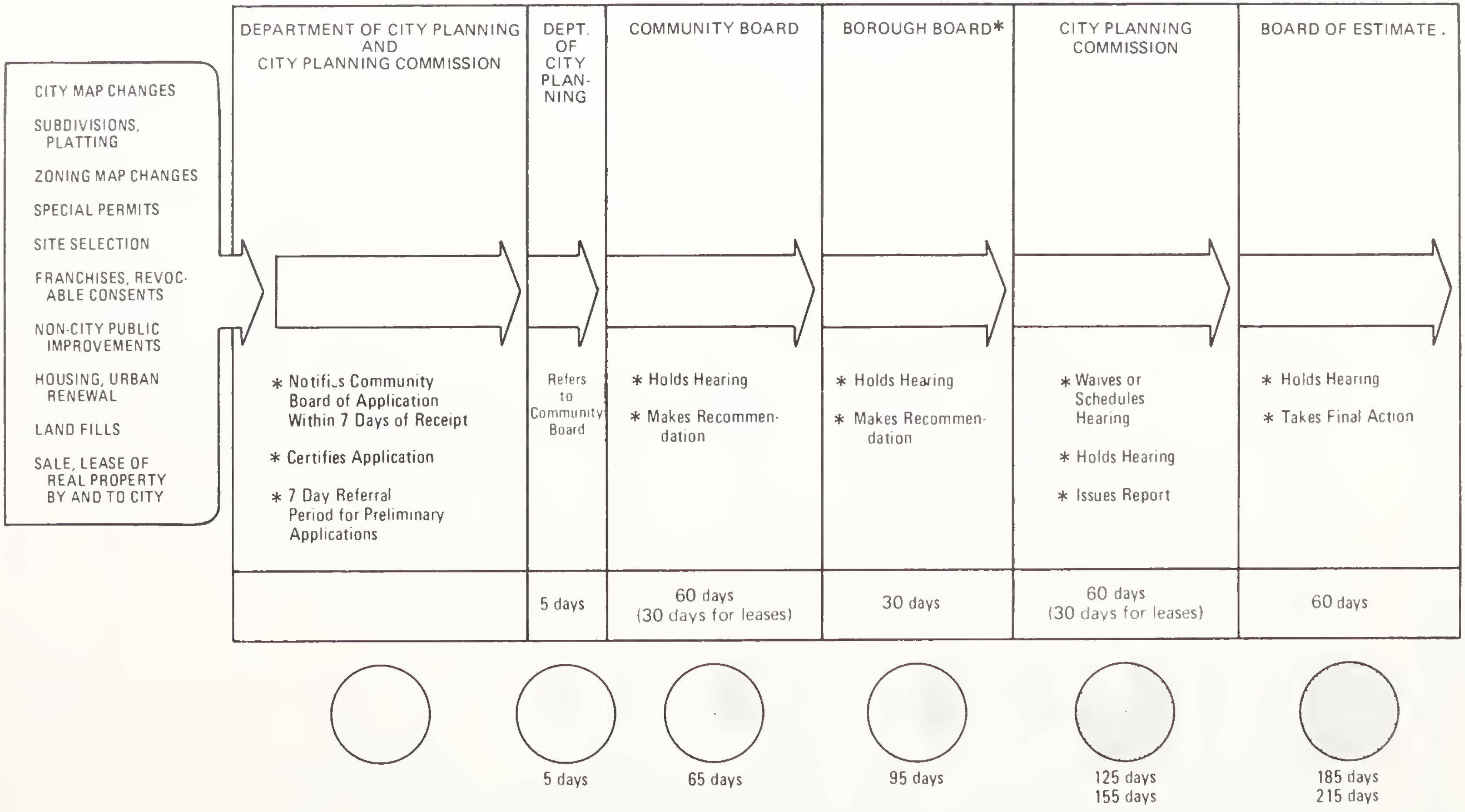
UNIFORM LAND USE REVIEW PROCEDURES -- SECTION 197c, NEW YORK CITY CHARTER


CITY MAP CHANGES
SUBDIVISIONS, PLATTING
ZONING MAP CHANGES
SPECIAL PERMITS
SITE SELECTION
FRANCHISES, REVOCABLE CONSENTS
NON-CITY PUBLIC IMPROVEMENTS
HOUSING, URBAN RENEWAL
LAND FILLS
SALE, LEASE OF REAL PROPERTY BY AND TO CITY
DEPARTMENT OF CITY PLANNING AND CITY PLANNING COMMISSION
* Notifies Community Board of Application Within 7 Days of Receipt
* Certifies Application
* 7 Day Referral Period for Preliminary Applications
DEPT. OF CITY PLANNING
Refers to Community Board
5 days
COMMUNITY BOARD
* Holds Hearing
* Makes Recommendation
60 days (30 days for leases)
BOROUGH BOARD*
* Holds Hearing
* Makes Recommendation
30 days
CITY PLANNING COMMISSION
* Waives or Schedules Hearing
* Holds Hearing
* Issues Report
60 days (30 days for leases)
BOARD OF ESTIMATE .
* Holds Hearing
* Takes Final Action
60 days
5 days
65 days
95 days
125 days
155 days
185 days
215 days

* Items which involve more than one Community Board are referred to the Borough Board.

APPENDIX B

INTERGOVERNMENTAL AND CROSS-PROGRAM COORDINATION

FEDERAL AND INTERAGENCY AGREEMENTS
ON COORDINATION OF 701, 208
AND CZM PROGRAMS

A-95 COORDINATION LIST

REGIONAL INFORMATION EXCHANGE:
WESTCHESTER COUNTY WATER WATCH

208 AREAWIDE WATER QUALITY
MANAGEMENT PLANNING WATER REPORT.
(COVER PAGE, ISSUE THREE, DECEMBER 1976.)

Federal Interagency Agreements on Coordination of 701, 208 and CZM Programs

1. Interagency Agreement Between the Department of Housing and Urban Development and the Environmental Protection Agency, March 24, 1975.

2. EPA Program Guidance Memorandum AM-9, Integration of 208 Planning and 701 Comprehensive Planning. From Director, Water Planning Division to all Regional Administrators.

3. HUD memorandum: Implementation of Comprehensive Planning Assistance (701) Agreement with the Environmental Protection Agency (EPA). From David O. Meeker, Jr., Community Planning and Development, to all Regional Administrators.

   Enclosure 1: 701-208 Work Program Coordination

   Enclosure 2: Issues for Review of Land Use Related Provisions of Water Quality Plan

   Enclosure 5: Draft Performance Criteria for Relating Water Quality Management Plans and 701 Land Use Elements

   - Land Use Related Provisions (208 Water Quality Plan) 701 Land Use Element Comparative checklist

4. Statement of Understanding Between EPA and HUD, Region II. Signed by Gerald M. Hansler and S. William Greene. (Covering letter, September 20, 1976, from Green to Richard S. DeTurk, Tri-State Regional Planning Commission.)

5. OCZM/EPA Water Programs Coordination Principles. Statement dated August 26, 1975, by Robert W. Knecht, Assistant Administrator for Coastal Zone Management, NOAA, and James L. Agee, Assistant Administrator for Water and Hazardous Materials, EPA.

6. Guidance on Coordination Between the Coastal Zone Management Program and EPA State and Areawide Water Quality Management Program. 15 pp.

7. Joint Agreement for Coordination of Planning Between Office of Community Development, Department of Housing and Urban Development, and Office of Coastal Zone Management, National Oceanic and Atmospheric Administration, Department of Commerce. February 19, 1975.

8. HUD Memorandum on Implementation of Comprehensive Planning Assistance (701) Agreement with the Office of Coastal Zone Management (OCZM). From David O. Meeker, Jr., to all Regional Administrators. January 20, 1976.

Appendix B - Major Programs: Descriptions

1. Coastal Zone Management

2. Water Quality Management Planning

3. Air Resources Management

Source: Integrated Project Control: Coordination and Consistency in Water and Air Quality, Coastal Zone and Land Use Planning.
New York State Department of Environmental Conservation.
December 1976.
Appendix A, pp. vii, viii.

INTERAGENCY AGREEMENT
BETWEEN
THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
AND
THE ENVIRONMENTAL PROTECTION AGENCY

I. PURPOSE

This Interagency Agreement has been developed in recognition of the need to: (1) rationalize the planning assistance activities of the two signatory agencies in accordance with the Administration's objectives; (2) encourage interagency coordination of planning activities within and among the state, regional, and local levels of government (3) secure agreement on coordination of implementation programs which affect the planning programs identified below; and (4) ensure that land use planning undertaken for water quality purposes is developed within the broader framework of comprehensive planning.

II. PROGRAMS INVOLVED

The following programs are involved:

Comprehensive Planning Assistance (701) Program of the Housing Act of 1954, as amended

Areawide Waste Treatment Management Planning Assistance Program (208) of the Federal Water Pollution Control Act Amendments of 1972

III. PROVISIONS

1. To the extent that resources are available, the HUD 701 land use element shall provide basic land use planning including: (1) long and short term policies with regard to where growth should and should not take place; (2) the type, intensity and timing of growth; (3) studies, criteria, standards, and implementing procedures necessary for effectively guiding and controlling major decisions as to where growth shall and shall not take place.

To the extent that resources are available, land use evaluation under Section 208 shall be directed to: (1) determining the most efficient design of treatment systems consistent with the basic land use plan; and (2) analyzing land use-water quality relationships to determine what modifications should be made to the basic land use plan for the purpose of controlling or managing point and nonpoint sources of pollution.

2. Pursuant to provision (1) above:

   A. Performance criteria will be developed relating and ensuring consistency between the HUD land use element and the land use-related provisions of the 208 plan. The performance criteria will include the land use outputs required for both programs.

   B. Directives will be issued to the HUD and EPA regional and HUD area offices which will provide guidance with respect to land use-related planning and evaluation activities that may be supported by each agency and the allowable funding levels for such activities. The specific amount for the land use planning and evaluation activities of each individual grant will be based on the allowable land use costs under each planning program and on work program(s) developed by the planning agency(s).

3. In those geographic areas where both a 701 land use element and a 208 areawide waste treatment management plan will be developed, planning agencies will demonstrate in their work programs how activities under both the 701 and 208 programs will be coordinated so as to ensure that: (1) there is no duplication of effort; (2) completed plans will be consistent; and (3) the objectives of both programs will be achieved.

4. Promptly upon submission for approval by a grantee of an areawide or comprehensive plan, each signatory agency will make available to the other a copy of the submitted plan (or of the land use element or provisions thereof) for review and written comment pursuant to this agreement. Written comments, if any, will be submitted within 45 days. No plan will be approved unless such opportunity for review is granted to the other agency.

5. Each signatory agency will take action including issuance of guidelines to assure that coordinated land use planning requirements will also be effected, to the extent possible, for planning

which is already underway.

6. In designated 208 areas, EPA will encourage, wherever possible, the designation or substantive involvement of qualified areawide comprehensive planning agencies in the 208 areawide waste treatment management planning program.

7. All HUD and EPA assisted agencies will be actively encouraged to use common data bases, analytic techniques, and consistent criteria in their planning activities wherever appropriate.

8. Wherever the appropriate HUD and EPA field staff agree that, as a result of planning assisted or required by one or more other Federal agencies, an impediment to implementation of the HUD 701 land use element and the land use-related provisions of the 208 plan exists or is likely to exist, the respective offices will invite representatives of interested federal, state, and areawide planning agencies to review the situation and whenever possible to formulate recommendations for removing the impediment.

9. Directives, guidelines, and performance criteria issued pursuant to this agreement will have joint concurrence of both signatory agencies prior to issuance and will be developed in accordance with Executive Orders and regulations governing both programs.

10. Joint reports on the progress of the above provisions will be prepared 6 months and 12 months from the date of signature.

Signed at Washington, D.C., this 24th day

of March 1975.

Department of Housing and Urban Development

BY: D. O. Meeker, Jr. /s

Assistant Secretary for Community
Planning and Development

Environmental Protection Agency

Russell E. Train /s

Administrator of EPA

UNITED STATES ENVIRONMENTAL PROTECTION AGENCY

SUBJECT: Integrating 208 Planning and 701 Comprehensive Planning DATE: May 2, 1975

FROM: Director, Water Planning Division (WH-454)

TO: All Regional Administrators

ATTN: Water Division Directors PROGRAM GUIDANCE MEMORANDUM: AM-9

PURPOSE

This memorandum sets forth policy and procedures concerning the coordination of 208 planning and 701 comprehensive planning funded by the Department of Housing and Urban Development. The policies and procedures are established to ensure that designated planning agencies indicate in their work plans how land use-related activities under both the 701 and 208 programs will be integrated. This guidance is to be implemented immediately and applies to those designated 208 agencies seeking grant award after the effective date of the interagency agreement discussed below.

BACKGROUND

The 1974 amendments to the Housing Act of 1954 require that the HUD Comprehensive Planning Assistance Program (701) include a land use element as a basis for continued eligibility for 701 funds after August 22, 1977. Areawide waste treatment management plans will include an analysis of the impact that land use has on water quality. They will also include land use and land management controls to the extent that such controls are needed to manage both point and nonpoint sources of pollution. There will, therefore, be a considerable overlap of planning activites in those areas in which a 701 land use element and a 208 plan are being prepared.

In December 1974 a draft interagency agreement relating 208 and 701 planning was prepared and distributed for review and comment. Based on the comments received from the regions, headquarters, and public interest groups, the agreement was redrafted. A copy of the agreement as it was redrafted and subsequently signed is attached to this memorandum.

As established in the agreement, the land use element which is to be prepared under the 701 program is to provide a basic land use plan, including land use, population, and economic inventories and projections. The 208 planning agencies are to analyze land use plans and projections to determine modifications necessary to manage point and nonpoint sources of pollution.

It is important that the 701 plan, in particular its land use element, and the 208 plan be consistent. Moreover, in preparing these plans, the planning agencies must not duplicate effort. Therefore, it is necessary that the planning agencies in those areas where both 208 and 701 plans are being prepared identify in their work plans how they will integrate 208 and 701 planning.

Below is a list of land use-related tasks which 208 agencies might undertake. The specific tasks will vary among 208 areas depending upon the nature of the water quality problems and existing studies. Accompanying each tasks is an indication of the primary funding responsibility (EPA or HUD) for that task:

1.	Establish land use categorization system	HUD
2.	Prepare population, economic, and land use inventories	HUD
3.	Analyze land capability for water quality purposes	EPA
4.	Prepare population, economic, and land use projections and plans	HUD
5.	Determine and display wasteloads based on projections and plans	EPA
6.	Analyze land use controls for water quality impact	EPA
7.	Refine land use plans and controls as necessary for water quality purposes.	EPA

For many of the tasks, funding support can be provided by both agencies. For example, HUD support can be provided for Task 7 since refinements to land use plans and controls must consider a broad spectrum of community goals and objectives. Where a greater level of detail is necessary to develop the 208 plan, EPA can support the completion of Tasks 2 and 4. In such cases, inventories, projections, and plans can be prepared at the level of detail necessary for 208 plan development and aggregated to support the preparation of the 701 land use element. Funding for specific tasks, of course, must be negotiated on an individual basis with each planning agency.

Further guidance will be provided in the future to carry out all provisions of the interagency agreement. The guidance will include: (1) performance criteria to determine consistency between 208 and 701 plans; (2) procedures for coordinating existing 208 and 701 planning; (3) review and comment procedures for the final plans; and (4) procedures for integrating 208 and 701 planning at the state level. This initial guidance on work plan development has been provided prior to the remaining guidance because of the need to incorporate the provisions of this statement into the numerous grant applications to be submitted during the remainder of FY 75.

POLICY

The Regional Offices shall assure that 208 planning agencies demonstrate explicitly in their work plans how they will integrate the preparation of 701 land use elements with the development of the 208 plan. Funding responsibilities for specific land use-related tasks shall be based on this guidance memorandum. In the event that it becomes necessary to consult the HUD regional or area office to assure that the planning agencies have successfully integrated their activities, the appropriate HUD regional representative should be contacted (see attached list).

Attachments

DEPARTMENT OF CITY PLANNING

A-95 Circulation-Mailing List

		Key	DCP Section
a	3)	LP	Land Planning and Environmental Management
	4)	Ed	Economic Development
	6)	HR	Human Resources/ Education
	8)	LE	Law Enforcement
	11)	P	Population Research Analysis
	12)	H	Health Services
	14)	BCD	Budget & Community Development
	16)	M	Mapping
	18)	UR	Urban Renewal
	26)	OTO	Office of Technical Operations
	28)	TP	Transportation Planning
	30)	UD	Urban Design Group
	32)	Z	Zoning
	34)	MIS	Management Information Services
a	40)	XPO	Bronx Planning Office
a	42)	KPO	Brooklyn Planning Office
a	44)	MPO	Manhattan Planning Office
a	46)	QPO	Queens Planning Office
a	48)	RPO	Staten Island Planning Office

Mayor's Development Offices

50)	MMA	Mayor's Midtown Action Office
52)	MOD	Mayor's Office of Development
53)	UMP	Upper Manhattan Planning Office
55)	SXPO	So. Bronx Planning Office
56)	OJPD	Jamaica Planning Office

Borough President's Office

60)	BPX	Bronx
62)	BPX	Brooklyn
64)	BPM	Manhattan
66)	BPQ	Queens
68)	BPR	Richmond

Other City Agencies

70)	TAD	Transportation Administration
74)	M&A	Department of Marine & Aviation
76)	HSA	Health Services Administration
77)	MH	Mental Health Services
78)	HHC	Health & Hospital Corporation
79)	HHCM	Health & Hospital Corporation-Mental Health
80)	HSYS	Health Systems Agency for NYC
81)	DH	Department of Health-Environmental Health
82)	EDA	Economic Development Administration

Other City Agencies (continued)

	84)	HRA	Human Resources Administration
*	86)	HRC	Human Rights Commission
	87)	DHA	Department of Health-Addiction Programs
*	88)	EPA	Environmental Protection Administration
	90)	DC	Department of Correction
	92)	CJCC	Criminal Justice Coordinating Council
	94)	PHQ	Police Headquarters
	96)	FD	Fire Department
	98)	P&R	Parks & Recreation
	100)	BE	Board Of Education
	101)	BL	Experimental Bilingual Inst.
	102)	BHE	Board of Higher Education
	104)	HDA	Housing & Development Administration
	105)	RE	Department of Real Estate
	106)	MCA	Model Cities Administration
*	110)	OMB	Office of Management & Budget
	112)	NYCHA	New York Housing Authority
	113)	LPC	Landsmarks Preservation Commission
	114)	NYCEO	New York City Energy Office
	116)	PAS	Department of Personnel
	118)	CA	Department of Consumer Affairs
	120)	OA	Department for Aging
	122)	HC	Mayor's Office for the Handicapped

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* Receives notification on ALL projects.
Receives notification on projects concerning

a Notification is sent to DCP Office in borough where project is to be located. On citywide projects notification is sent to DCP Land Planning Section (3).

METROPOLITAN REGIONAL COORDINATION*

The Tri-State Regional Planning Commission is the official planning agency for the 8,000-square-mile area of Connecticut, New Jersey, and New York that forms the Tri-State Region. The Commission was established in 1970 as a result of the Compact Legislation passed by the State Legislatures in Connecticut, New Jersey, and New York. This Compact amended the legislation passed in 1965 creating the Tri-State Transportation Commission to replace the Tri-State Transportation Committee that was established by the Tri-State Agreement in 1961. Legislation passed by the State of New York in 1972 made the Compact Legislation for New York consistent with the legislation from New Jersey and Connecticut, giving the Commission continued life until the Compact is revoked by one or more of the party states.

The objective of the Commission is to continue the regional transportation and land use studies commenced by the Tri-State Transportation Committee and Commission, as well as to provide for the continuing comprehensive planning for the Region, so as to assure the continued qualifications of the party states, counties, and municipalities for federal funds.

Operations and Structure

The Commission acts as a liaison to encourage cooperation among and between all agencies and entities, governmental and private, which have substantial interest in the planning or providing of public facilities. It conducts surveys, makes studies, submits recommendations and prepares plans designed to aid in solving immediate and long range problems including, but not limited to, plans for the development of land, housing, water and sewer facilities, open space and recreation, airports, mass transit, highways and other public facilities. While the Commission may not engage in or undertake any function related to the operation of transportation or other public facilities, it may engage in experimental projects or tests related to any matters under its consideration.

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* This paper was prepared by the Regional Development staff of the Tri-State Regional Planning Commission, in connection with the present contract (TS-S 832).

The Commission consists of twenty-one members - five from each state who are ex officio or appointed by the governors; three federal members from the Federal Aviation Administration, Federal Highway Administration and the Urban Mass Transportation Administration in the U.S. Department of Transportation; one member from the U.S. Department of Housing and Urban Development; and one from the U.S. Environmental Protection Agency. In addition, one member is appointed from the Port Authority of New York and New Jersey.

The three states and the federal government finance the work of the Commission. Federal funds come from highway, mass transportation and aviation planning provided by the Department of Housing and Urban Development. The local funds are provided under separate contractual arrangements between Tri-State and the New York State Department of Transportation, Connecticut Department of Transportation, New Jersey Department of Transportation, the New Jersey Department of Community affairs, and, for special projects, with the sponsoring counties and municipalities.

Inter-Agency Agreements

As a metropolitan areawide planning organization designated and partially supported by HUD 701 funds, Tri-State produces the required Land Use and Housing Elements. The agreements between HUD and 1) EPA regarding 701-208 coordination, and 2) the Office of Coastal Zone Management regarding 701-CZM coordination, place responsibility for attaining regional planning consistency on Tri-State and the respective program sponsors. This is eventually embodied in a determination by Tri-State that subregional and state 701, 208 and CZM plans (such as produced by New York City) are harmonious in those aspects relative to regional plans.

The various mechanisms evolved by Tri-State and its related agencies to accomplish this are:

1) The Commission itself -- the ultimate decision point regarding consistency.
2) The Standing Committee on Land Use Environment and Energy. This body evaluates questions of consistency and advises the Commission on proposed formal action. It is composed of state planning chiefs, several other Commission members, and Citizens Panel representatives.
3) The Technical Advisory Group. This larger group comprises planning directors of counties, Connecticut planning regions, the several larger cities of the Region, as well as representatives of the Citizens Advisory Panel.
4) Coordination with subregions and states. Consistent and frequent consultations by staff aim at evaluation of similarities and conflicts among the 701, CZM, and 208 products.

In the past the device of cross-adoption of 701 plans were used. Under this approach, the plans of most of the subregions were formally recognized by the Commission as essentially subparts of the areawide comprehensive plar

During the Summer of 1977, all 701 recipients are producing new Land Use Elements. These will be mutually examined for possible inconsistencies and attempts will be made to reconcile these matters. The major criteria for consistency with 701, CZM, and 208 products are:

- Total population (within ± 5%)
- Total employment (within ± 5%)
- Harmony with the Tri-State plan objectives:

  a. Conserve Critical Resources
  b. Concentrate Development
  c. Balançe People, Jobs, and Services

5) Project Notification Review System (A-95). As Metropolitan Clearinghouse, Tri-State comments on numerous project applications and coordinates review by subregions and others. In addition, Tri-State evaluates and comments on applications for 701, CZM, and 208 funds. This initiates a Tri-State role in the ensuing work programs. Final products of these programs will, in turn, be evaluated under the A-95 process.

   Specifically, with CZM products, Tri-State comments from the official positions taken in their Land Use Element of the Regional Development Guide and the Coastal Zone Element (Coastal Zone Management -- Technical Perspectives).

6) Technical Advisory Committee Membership. To assure continuing coordination Tri-State has received membership on the technical or policy advisory groups set up by states for 208 and CZM, and sub-state 208 designated agencies. After receiving notices and agendas for meetings, Tri-State can interact in ways that lead to eventual consistency of products.
7) Citizens Advisory Panel. Tri-State submits its own plans for comment to its Citizens Panel (members appointed by the Governors) and to nonofficial bodies such as the Regional Planning Association, the Suburban Action Institute, and subregional environmental groups. Its comments on others' plans and its proposed formal declarations of consistency also go to this Panel.
8) Coordination with Federal Agencies. Tri-State is frequently consulted by Federal agencies as they review 701, 208, and/or CZM products, often in response to Tri-State comments.

9) Contract Intermediation. In certain situations, Federal and/or State agencies use Tri-State as a prime contractor. Although mainly a tactic for facilitating financing, this device requires that Tri-State especially emphasize that work performed by subregional agencies acting as subcontractors be consistent with Tri-State Plans.

Through the mechanisms listed above, the New York City methods and procedures covered in this report are, in turn, linked to the metropolitan regional coordination network.*

Summary of Tri-State's Scope

Tri-State is thus an agency with advisory and evaluative powers and responsibilities. It depends upon other agencies to implement its recommendations. At all times, its policies and recommendations are subject to the scrutiny of the states as expressed through their planning, housing, and transportation departments whose chiefs are the members of the Commission. Tri-State's scope is also conditioned by the fact that only two federal departments, HUD and DOT, are committed enough to the Tri-State mission to contribute the federal matching funds that now support it.

The Regional Planning Association has made perhaps the most serious evaluation of the effectiveness of Tri-State as a regional planning hub. One of its major recommendations for improvement include:

- appointment of generalist spokesman to the Commission by the Governors.
- inclusion of the state Environmental Protection Administrators on the Commission.

Both types of new members would tend to increase the Commission's attention to Coastal Zone and 208 planning.

The Embry Memorandum of June 22, 1977, written for HUD consideration and based on directions considered important by both the President and the Secretary, recommends intensified regionality in areawide metropolitan planning. An important step would be increased recognition by federal agencies (in addition to DOT and HUD) of the necessity for a central regional planning agency. This body would serve as the source of coordinated planning data bases, such as population, settlement patterns and major objectives. Such recognition would go a long way toward providing the regional planning fabric that New York City could include in its 701, Coastal Zone, and 208 planning with some assurance of consistency with federal, state, and regional goals and programs.

208 NYC
AREAWIDE WATER QUALITY MANAGEMENT PLANNING
WATER REPORT

ISSUE THREE DECEMBER 1976

GOVERNING BOARD ELECTIONS

PURPOSE: To elect a new Citizens Advisory Committee Governing Board for the 208 Project

WHEN: December 20, 1976

WHERE: CUNY GRADUATE CENTER

TIME: 6:00 P.M.

The Governing Board

The Governing Board, as the policy-making body of the Citizens Advisory Committee of 208, bears important responsibilities to find out the public's point of view and convey citizen priorities to the 208 Project staff at the departments of Water Resources and City Planning. The elected Board will review proposed solutions to many of the City's water quality problems and will help determine which plans among the alternatives best meet the needs of the City.

Who's To Be On The Board

In order to have representatives from a broad spectrum of people on the Board, the following categories are given as follows: ten from community planning boards nominated by the Borough Presidents; five from real estate and business; five professionals such as architects, planners, engineers, and scientists; five from city-wide organizations; five from local organizations; two from labor; and between five to nine from interested private citizens, academics, and under-represented groups.

Nominating the Board Members

The Nominations Committee offered the slate accompanying this article for election to the Governing Board. Additional nominations can be added to the ballot upon receipt of a written petition signed by 10 CAC members-in-good-standing and the nominee. A brief statenent about each candidate will be mailed out to all eligible voters. After the elections at the December 20 meeting, the new Board will convene its first meeting on January 10, 1977 at 2 Lafayette Street to elect officers, appoint committee chairpersons, and carry on the business of the CAC.

Election By-Laws

CAC members who have been active in the past six months will choose 37 to 41 members to serve on the Governing Board for the next year. The by-laws are explicit as to eligibility to vote and are quoted as follows:

> "...those who are on record with the Secretary of the CAC and who have attended two of the three prior consecutive CAC meetings, or any two scheduled meetings of a CAC committee or of the Governing Board in the past six months, or any combination thereof as shown in the minutes of those meetings. The right to vote is not lost if a reasonable excuse is provided to the Secretary in writing. The right to vote is reinstated after attendance at two subsequent meetings as hitherto defined. Employees of New York City, New York State, and the U.S. Government and their consultants, who are directly involved in, or paid by, the 208 Project shall not be eligible to vote."

continued on next page

208 NEW YORK CITY

Water Quality Management Program
WATER REPORT

ISSUE 6 · MAY - JUNE 1977

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CZM: Geographic Areas of Particular Concern p. 5

The NEW YORK CITY 208 Program is funded by a federal grant to the New York City Environmental Protection Administration under Section 208 of the Federal Water Pollution Control Act Amendments of 1972 (PL 92 500) The law aims at restoring the biological, chemical, and physical integrity of the nation's waters Specifically, its intent is to achieve fishable swimmable waters by 1983, wherever possible The Department of Water Resources and the City Planning Department are responsible for drawing up a management plan, by March 1978, to realize these goals As part of its intent to develop plans geared to the public's needs, Congress has mandated that the public participate in the planning for clean waters

WATER REPORT is published bimonthly as part of New York City's public participation program 208 project participants, including the Citizens Advisory Committee (CAC), use this publication to disseminate information on water quality and related subjects, and to heighten public awareness and participation in the project

WASTE LOAD ALLOCATION— A REGIONAL PROBLEM

The waterways under study in the New York City 208 Project are under the jurisdiction of the regulatory agencies of New Jersey and Connecticut, as well as New York, and are affected by three other 208 planning areas—Westchester, Nassau-Suffolk, and Middlesex County, N.J.—as well as numerous operating agencies in non-designated areas (areas without a local 208 program, which the State must cover in its overall 208 plan). This means that any program to meet water quality objectives in New York Harbor must address the problem of waste load allocation—the amount of pollutant discharge into a waterway to be allowed from each particular source, taking into account the natural ability of that waterway to assimilate the combined pollution loadings.

A determination of the impact of instream discharges on New York Harbor's complex estuary is being made by a computer analysis of the hydrological, biological, and chemical characteristics of the system. The analysis, and the modeling of potential future discharges and their effects on water quality, are the core of the NYC 208 Project. These are discussed in the article on Modeling and Sampling in Issue 5 of the Water Report. USEPA wants the NYC 208 model of the harbor to serve as the basis for negotiating regional waste load allocations in all waterways leading into New York harbor.

Although total permissible waste loading may be determined with relative objectivity by technical means, the determination of permissible discharges at each source is exceedingly complex among so many disparate political entities. The ultimate responsibility for water quality standards, and monitoring and enforcing limits on wastewater discharges, rests with the states, which currently differ in their definitions of the standards and objectives for the best use of waterways. The water quality objectives of the four designated and three nondesignated 208-area studies which impinge on the NYC region may not be uniform. Furthermore, each must plan for an institutional mechanism to achieve the water quality objectives in its own area. The discharges that cross jurisdictional boundaries are a potential source of conflict between various agencies.

To further understand these problems, the New York City 208 institutional arrangements study includes several tasks:

1. An inventory of existing water quality standards, waste and land use management, and waterfront jurisdiction
2. A determination of general institutional requirements for implementing a 208 plan
3. Analysis of institutional arrangements for water quality in other geographic areas, and for other concerns, such as water supply, sludge and solid waste disposal, and waste load allocation
4. Proposal of a range of institutional arrangements for implementing potential technical programs
5. Establishment of criteria for selecting among potential institutional arrangements to implement the final wastewater management plan

Problems between localities within a state can be settled by the appropriate state authority. But where pollution has an impact across state boundaries, a higher authority, either regional (such as the Interstate Sanitation Commission) or Federal (such as EPA), should be responsible for resolution of conflicts.

Waste load allocation among the political jurisdictions involved in the water of New York harbor was discussed at the Regional Plan Association conference, convened on April 22, 1977, at the request of USEPA. The need for improved institutional arrangements

WATER QUALITY NOTES ACROSS THE STATE

Report from the Big Apple: New York City

Public Participation in New York City's 208 Planning Process: what is it? Is it working? How do we know success from failure? After 18 months of citizen activity in the City's project, these questions occupy those concerned with the program.

The law requires public involvement in plan development — everyone by now has memorized Section 101 (e) of the Water Pollution Control Amendments of 1972 (P.L. 92-500), which binds government to include citizens from the earliest phases of plan development through to the choice of alternative management plans. Citizens demand it: in New York City, a vocal citizens committee was assembled by EPA Administrator Robert Low in July 1975, as soon as his agency had received the $8 million grant from USEPA. Long before the federal authorities had approved the Project Control Program (scope of work) in June 1976, the Citizens Advisory Committee (CAC) had transformed itself from a self-appointed interim group into an elected Governing Board, an Executive Committee, and support sub-committees, and representatives on the Policy Advisory Committee and the Technical Advisory Committee. An intricate pattern of oversight developed before the city technical team had the authority to activate the minutely detailed work outline of water sampling, population and land use analysis, mathematical modeling and other investigative findings. And a momentum has built up, so that the public is indeed "participating", though often with a sense of bafflement at the effectiveness of the propriety of their on-going tasks.

The Governing Board, by a majority vote, directed its Public Participation agents, the City Planning Department staff, to organize five Borough workshops on water planning programs, 208, Coastal Zone Management and related federal laws in fall 1976. Citizens wanted the workshops at the beginning of the process, so that communities could speak out on neighborhood gripes as a clue to priorities for 208 planning. Thus, before staff research could yield the information on which to base problem analysis, a massive organizing effort by City Planning Department staff, assisted by the Department of Water Resources, gave shape to five borough workshops. Speakers ranged from "the father of the Coastal Zone Management act", Congressman John Murphy, to citizen representatives drawn from several of New York City's 62 community boards. Since the Community Boards exercise important influence over land planning decisions under the terms of the new City Charter, their involvement in planning is crucial.

Once the Workshops have been analyzed, reported and fed into the evaluation phase of goals and priorities, the newly elected Governing Board of the CAC will turn its attention to other matters. Extending out-reach to small organizations throughout the City, developing a Coastal Zone Management sub-committee, responding to technical progress reports by the city staff and their consultants, stimulating greater press and radio coverage of the water quality planning process, analyzing the Interim Outputs and synchronizing these with the projected CPM timetable: these are among the current work tasks of the CAC. How the tasks implement the goals and objectives which residents developed in the beginning stage of 208 will be a matter of on-going interest. Better coordination with government staff and policy-makers has gradually evolved, as problems emerged and submitted to face-to-face resolution. As the clock continues to run towards March 1978, due date on the City's 208 Plan, the stress on public participation can be expected to mount.

"You're not the only fish down here, you know."

Source: Westchester County Water Watch, Winter 1977.

APPENDIX C

DATA MANAGEMENT SYSTEMS

LAND USE CONTROL INVENTORY
LAND AND BUILDING INFORMATION SYSTEM

THE LAND USE CONTROL INVENTORY: SYSTEM DESCRIPTION

The Land Use Control Inventory (LUCI) was developed in the past year by DCP to meet the requirements of various federally funded planning programs. These programs include: USEPA'S Section 208 Areawide Waste Treatment Management Planning Program,[1] HUD's Section 701 Program, particularly the Land Use Element; U.S. Department of Commerce's Coastal Zone Management (CZM) Program,[2] with its component outer Continental Shelf (OCS) Program.[3] Funding for LUCI, which came from 701 and 208, totaled about $90,000 for the first year.

Breadth of Inventory

LUCI is a comprehensive inventory of all governmental controls on the use of land, land under water, and water within the political boundaries of the City of New York. It is not only an inventory of land development controls; for example, certain housing programs such as those included in the 701 Comprehensive Planning Assistance Program Housing Element, appear in LUCI. As do historic preservation programs.

The many types of governmental controls that affect water quality can be classified into four basic categories: (a) structural waste management controls (e.g., the building of sewage treatment plants); (b) non-structural waste management controls (e.g., requirements for water conservation or sewage pretreatment); (c) land use controls: and (d) land management controls. LUCI attempts comprehensively to inventory only the land use controls. However, structural waste management controls, non-structural waste management controls, and land management controls are also, to some extent included. See Tables I and II on next page.

Legal sources that were researched to find land use controls included: all public, general and permanent acts; constitutions; interstate compacts; executive legislation (such as proclamations, orders and messages): administrative regulations; and local laws and ordinances. Certain legal sources that were generally not researched included: private acts; resolutions; treaties; and reorganization plans. For a complete list of all legal sources that are cited in the inventory, see the Citation Indices of Values (appendix).

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[1] As set forth in Tasks 121.03 Existing Zoning Controls, 124.03 Existing Waterfront Controls, and 132 Current Land Use Management of the Project Control Program.

[2] As set forth in Task 9.1 of the Second Year Coastal Zone Management Program Development Agreement.

[3] The Outer Continental Shelf Supplemental Grant Agreement as set forth in Task 9.4 of PCP.

Depth of Inventory

Since LUCI is an inventory of land use controls, the depth of the inventory depends on what is meant by the concept of a land use control. A land use control is the authority, either potential or actual, which a government entity (i.e. an agency) possesses to control, manage, regulate or affect the functional activities carried out on, under, or immediately above the land or water of a particular area of the City of New York. This concept must be limited, however, by the requirement that a control be considered bona fide only to the extent of its interaction with the surrounding environment. For example, a permit authority is a land use control authority only when the executing agency in issuing a permit takes into account external factors on land use (e.g., location), rather than just internal factors (e.g., cleanliness). From this reasoning, and the accompanying examples, it can be seen that a typical health permit for the operation of a restaurant is not a land use control.

TABLE I

EXISTING LAND USE CONTROLS

		COMMUNITY/BOROUGH BOARDS	CITY PLANNING COMMISSION DEPT. OF CITY PLANNING	BOARD OF STDS. & APPEALS	DEPT. OF BUILDINGS	DEPT. OF SANITATION	DEPT. OF GENERAL SERVICES DIV. OF REAL PROPERTY	DEPT. OF HEALTH/ BD. OF HEALTH	DEPT. OF PARKS & RECREATION	LANDMARKS PRES. COMM.	DEPT. OF GENERAL SERVICES DIV. OF PUBLIC STRUCTURES	DEPT. OF PORTS & TERMINALS	DEPT. OF TRANSPORTATION BUREAU OF HIGHWAYS	DEPT. OF TRANSPORTATION DEPT. OF MARINE & AVIATION	CITY COUNCIL	BOARD OF ESTIMATE	NYS. DEPT. OF ENV. CONS.	NYS. LEGISLATURE
ZONING	ENFORCEMENT		●	●	●							●						
	ENACTMENT		●	●												●		
FLOOD PLAIN REGULATION	ENFORCEMENT				●							●						
	ENACTMENT		●												●			
ENVIRONMENTAL PERFORMANCE ZONING	ENFORCEMENT				●							●						
	ENACTMENT		●													●		
SUBDIVISION REGULATION (CITY MAP CHANGE)	ENFORCEMENT		●		●													
	ENACTMENT		●													●		
PUD REGULATION	ENFORCEMENT		●		●													
	ENACTMENT		●													●		
BUFFER ZONES	ENFORCEMENT																	
	ENACTMENT																	
CONSERVATION EASEMENTS	ENFORCEMENT		●		●							●						
	ENACTMENT		●													●		
SCENIC EASEMENTS	ENFORCEMENT		●		●							●						
	ENACTMENT		●													●		
DENSITY BONUSES	ENFORCEMENT		●															
	ENACTMENT		●													●		
HOUSING CODES	ENFORCEMENT				●							●		●				
	ENACTMENT														●			●
BUILDING CODES	ENFORCEMENT				●							●		●				
	ENACTMENT														●			●
CONSTRUCTION PERMITS	ENFORCEMENT				●					●		●		●				
	ENACTMENT														●			
DEVELOPMENT PERMITS	ENFORCEMENT		●		●					●		●		●				
	ENACTMENT		●												●	●		
TDR	ENFORCEMENT		●		●					●		●						
	ENACTMENT		●													●		
HILLSIDE DEVELOPMENT REGULATION	ENFORCEMENT		●		●													
	ENACTMENT		●													●		
DRAINAGE REGULATION	ENFORCEMENT				●			●										
	ENACTMENT							●							●			
GRADING REGULATION	ENFORCEMENT		●		●													
	ENACTMENT		●												●	●		
SOIL EROSION CONTROL	ENFORCEMENT				●													
	ENACTMENT														●			
SOLID WASTE CONTROL	ENFORCEMENT					●												
	ENACTMENT														●			
SEPTIC TANK REGULATION	ENFORCEMENT				●			●				●		●				
	ENACTMENT							●							●			
CAPITAL BUDGET	ENFORCEMENT	●	●													●		
	ENACTMENT														●			●
LAND MANAGEMENT	ENFORCEMENT					●	●		●		●		●					
	ENACTMENT														●			
DISCHARGE PERMITS	ENFORCEMENT							●									●	
	ENACTMENT							●										●
TAXATION	ENFORCEMENT																	
	ENACTMENT														●			●

(Enforcement includes administration)

TABLE II

AUTHORITY FROM NEW YORK CITY'S CHARTER AND NEW YORK STATE'S CONSTITUTION TO AMEND OR ENACT NEW LAND USE CONTROLS	COMMUNITY/BOROUGH BOARDS	CITY PLANNING COMMISSION	BOARD OF STDS. & APPEALS	DEPT. OF BUILDINGS	DEPT. OF SANITATION	DEPT. OF GENERAL SERVICES DIV. OF REAL PROPERTY	BOARD OF HEALTH	DEPT. OF PARKS & RECREATION	LANDMARKS PRES. COMM.	DEPT. OF GENERAL SERVICES DIV. OF PUBLIC STRUCTURES	DEPT. OF PORTS & TERMINALS	DEPT. OF TRANSPORTATION BUREAU OF HIGHWAYS	DEPT. OF TRANSPORTATION DEPT. OF MARINE & AVIATION	CITY COUNCIL	BOARD OF ESTIMATE	NYS. DEPT. OF ENV. CONS.	NYS. LEGISLATURE
ZONING		NYCC 200													NYCC 200		
FLOOD PLAIN REGULATION														NYCC 27			
ENVIRONMENTAL PERFORMANCE ZONING		NYCC 200													NYCC 200		
SUBDIVISION REGULATION (CITY MAP CHANGE)		NYCC 200												NYCC 27			
PUD REGULATION		NYCC 200													NYCC 200		
BUFFER ZONES		NYCC 200													NYCC 200		
CONSERVATION EASEMENTS		NYCC 200												NYCC 27	NYCC 200		
SCENIC EASEMENTS		NYCC 200												NYCC 27	NYCC 200		
DENSITY BONUSES		NYCC 200													NYCC 200		
HOUSING CODES														NYCC 27			NYS const. III.1
BUILDING CODES			NYCC 666											NYCC 27			
CONSTRUCTION PERMITS														NYCC 27			
DEVELOPMENT PERMITS		NYCC 200					NYCC 558							NYCC 27	NYCC 200		
TDR		NYCC 200												NYCC 27	NYCC 200		
HILLSIDE DEVELOP. REGULATION		NYCC 200													NYCC 200		
DRAINAGE REGULATION							NYCC 558							NYCC 27			
GRADING REGULATION		NYCC 200												NYCC 27	NYCC 200		
SOIL EROSION CONTROL														NYCC 27			
SOLID WASTE CONTROL							NYCC 558							NYCC 27			
SEPTIC TANK REGULATION							NYCC 558							NYCC 27			
CAPITAL BUDGET														NYCC 27			
LAND MANAGEMENT														NYCC 27			
DISCHARGE PERMITS							NYCC 558							NYCC 27			NYS const. III.1
TAXATION														NYCC 27			NYS const. III.1

Land and Building Information System: LABIS

Urban planning is confronted by the need to assemble, integrate and manage great volumes of information on all aspects of land use--not only the regulatory facets dissected in LUCI (above). To meet the planning requirements of professional staff now and to service the public eventually, the New York City Department of Planning has built a local area planning data base. The information sources are administrative records pertaining to land, buildings, and population. The data are geocoded and converted from point-in-time to time series files. Closely related files are merged.

With the file creation complete, the next problem is to diffuse the available information to potential users. Four methods are being used: standard reports, training and support for selected planners, availability of reports to the public, and creation of an "early warning system".

One major function of the Management Information System Section of the New York City Department of Planning is the development of a local area data base.* This data base supports the Department's responsibilities in land use planning and site evaluation, provides Community Boards and Community Groups with information about their neighborhoods, and enables City and State Agencies to obtain local area information from a single source.

The data base serves five purposes in the planning process:

1. A source of numbers to the Federal Government which in its Grant programs asks for data in return for the dollars they supply.
2. A source of statistics for tables and computer drawn maps used to document reports.
3. A source of arguments available to advocates of policies who are trying to butress their case and undermine that of their opponents.
4. A source of objective quantitative knowledge about the city.
5. A source of basic information for the decision-makers.

The data base is made up of independent files. Information is included in this data base when it meets their requirements:

(1) The information must be available on a building, lot or block level. These units are the geographic locus of urban activity. Information (e.g. births, deaths, student transfers) available

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*This material is condensed from paper by John Baer, delivered at a conference of Urban and Regional Systems Association (URISA), Atlanta, Ga., August, 1976.

only for areas larger than blocks is given a low priority.

(2) The information must be available annually to permit the creation of time-series.

(3) The information must describe the physical or socio-economic conditions of an area. First, priority is given to information useful as indicators of activity and change, such as property sales and tax arrears. Information which is primarily useful for establishing baselines, such as land and building area, has a lower priority.

The information sources for the data base are administrative records primarily from other agencies which describe New York City's land, buildings and people--supplemented by special surveys contracted to the Sanborn Map Company. These files are obtained by DCP-MIS and processed into usable local area information. The processing generally requires six steps:

(1) Geocoding to associate each record with a physical block. A "physical" block, however, is occasionally a meta-physical concept. New York City is made up of about 40,000 blocks. Each block can be identified in four independent ways (tax, census, physical and data), and different agencies use different definitions. Tax blocks assigned by the Finance Administration may include two or more physical blocks; Census Blocks assigned by the Census Bureau may also include more than one or only part of a physical block. Physical blocks themselves may be defined as being bounded by physical streets, mapped streets, or non-streets. Data Blocks are assigned by the Department of City Planning to be the lowest common denominator of all City "blocks" and can be, and often are, smaller than physical blocks. Inconvenient and confusing as this was, the system designers settled on a solution of making information available by whichever "block" simplified the processing.

(2) Editing and reformatting to delete irrelevant and confidential information. Confidential and irrelevant data are excluded from the data base. Deciding what is irrelevant requires a deep knowledge of the specific files of other agencies. Often gaps in one's understanding of the data files are revealed only after the file has been processed and used.

(3) Merging files to link closely related information. It was not possible to integrate all of the files into a total data base as there is no one common denominator.

(4) Creating time series files out of a series of point-in-time files. Time-series data is essential because a time series suggests trends and signals changes. Besides, one can almost always discover the current status of an area or parcel by physical inspection, but ascertaining what once existed is more difficult.

(5) Placing processed files into IBM's GIS System. While far from perfect, GIS is at present, the Department's preferred method of accessing and storing the data base. The report language is simple enough for non-technical people to use: the system facilitates standardized reports, and most critically, files can be made available before the completion of all the data processing.

(6) Preparing standardized reports in GIS language to make the information intelligible to planners and administrators. Ideally, standardized reports should be the product of a team of data processors, researchers, and planners. However, this process proved too consuming of time and staff, relative to the benefits. Instead the system managers adopted an informationl process of consulting those most knowledgeable and concerned.

The land use information in the data base is available for individual lots, buildings and blocks. The demographic information is available in block summaries. Blocks, of course, may be aggregated to almost any larger geographic unit.

Types and Sources of Information

The information available for lots and buildings is various and detailed. Information obtained yearly from the Finance Administration's Real Property Assessment Department (RPAD) includes physical data, used for many purposes, including Floor Area Ratio and Open Space Ration, which are indispensable for zoning calculations; dimensions of the lot; type and dimensions of the principal building; assessed and taxable value; exemptions status (describing the categories of public, quasi public, and private ownership); tax delinquency (describing dis-investment actions). Records of property sales, including sale price, mortgage amount, buyer and seller are also obtained from the Finance Administration. Each year the Housing and Development Administration provides a file of Residential Multiple Dwellings which includes the building size, description, number of dwelling units and number of cited and pending violations on the building. Requests for changes in Zoning, Mapping, and Landmark designation and the disposition of City-owned property and leases are available directly from the Department of City Planning. The Sanborn Map Company annually provides a file of the current stock of vacant buildings.

Certain information is available only in census tract summaries either to maintain confidentiality as in the case of socio-economic data or as a result of current data collection procedures. The Human Resources Administration provides summaries of the public assistance caseload by type of program category. DCP-MIS obtains an edited version of the City

Income Tax files which it geocodes and aggregates to a tract level. The Sanborn Map Company provides block summaries of the change in the number of housing units by housing type.

Gaps and Future Resources

The data base has several obvious and significant gaps. Missing are building documents of various sorts: applications, permits and completion certificates for construction, demolition or alteration of buildings. These records have not been automated at the source. Second, the files lack information on business activity, partly because of problems of confidentiality of tax records and the cost of alternative sources of data (e.g., Dun and Bradstreet files). Third, there is a need to find a satisfactory measure of migration within small areas. In the future, it may be fruitful to explore student transfer records, utility connect and disconnect records, and "reverse telephone directory" records. Fourth, rent and vacancy rates are missing. Rents data cannot be obtained because the City's Maximum Base Rent System is not Computer Compatible: however, we are developing the Con Ed account status file into a building vacancy file.

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